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ABSTRACT

This annual report to Congress on Title XX of the Social Security Act reports on the operation of the 1976 fiscal year program. Preceding the report are descriptive highlights of the program. Title XX of the Social Security Act changes the role and relationships of the Department of Health, Education, and Welfare; the individual states; and interested citizens with respect to planning, operating, and accounting for the Federal-State social services program. The most notable change and key provision under this legislation is the requirement that each state establish a formal process that includes public participation in the development of the program. The report is divided into three major sections. Section one contains a brief history of social services legislation prior to Title XX (enacted October 1, 1975) and a description of the major features of Title XX. Section two, the core of the report, outlines state implementation of Title XX and describes state approaches to planning and the services provided. Section three describes HEW evaluation and technical assistance activities offered to state offices with respect to the content of individual services programs, program planning, reporting, administration, and evaluation. Several appendices conclude the document, including a glossary of terms, charts, tables, and graphs on services provided to recipients, categories of recipients, and expenditure data by states. (Author/JR)

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FIRST ANNUAL REPORT TO CONGRESS ON TITLE XX OF THE SOCIAL SECURITY ACT

MARCH 1977

PREPARED BY:

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

WASHINGTON, D. C.

SP010587

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PREFACE

This report fulfills the requirement of Section 2006 of the Social Security Act as amended in 1974 (P.L. 93-647) which states that the Secretary of Health, Education, and Welfare shall submit an Annual Report to Congress on the operation of the program established by Title XX.

A summary of this report highlighting significant developments during the first year's implementation of Title XX precedes the body of the report.

The report, a description of operations under Title XX during FY 1976, is divided into three major sections. Section I consists of a brief history of social services legislation prior to Title XX and a description of the major features of Title XX. Section II, the core of the report, outlines State implementation of Title XX. This section describes State approaches to Title XX planning. The final portion of this section describes the services provided, characteristics of service recipients, and service expenditures. Section III is a description of HEW evaluation and technical assistance activities related to Title XX. The appendices, which begin on page 33, provide a glossary of terms used in the report, additional charts and graphs on services provided to recipients, categories of recipients and expenditure data by States. Readers desiring State specific information on Title XX services and expenditures should refer to the appendices.

HIGHLIGHTS

Title XX of the Social Security Act significantly changes the roles and relationships of HEW, the States, and interested citzens with respect to planning, operating, and accounting for the Federal-State social services program.

Although the new law sets some limitations regarding program activities and eligibility, the law also gives States greater flexibility than was true in predecessor programs in determining what services will be offered, where, and to whom.

Perhaps the most notable change under this legislation is the requirement that each State establish a formal process for planning its Title XX social services program. Public participation in the development of the program is of major importance in this planning process.

As part of the program planning cycle, each State social services agency must develop and publish a proposed Comprehensive Annual Services Program Plan (CASP) and make this plan available to the public for comment. The services plan must describe how the State agency intends to operate its services program and how it plans to use its State-Federal social services funds for the next program year.

The law requires that services offered be directed to the five goals of:

I. Achieving or maintaining economic self-support to prevent, reduce, or eliminate dependency,

II. Achieving or maintaining self-sufficiency, including reduction or prevention of dependency,

III. Preventing or remedying neglect, abuse, or exploitation of children and adults unable to protect their own interests, or preserving, rehabilitating, or reuniting families,

IV. Preventing or reducing inappropriate institutional care by providing for community-based care, home-based care, or other forms of less intensive care, or

V. Securing referral or admission for institutional care when other forms of care are not appropriate, or providing services to individuals in institutions.

Every service in a State's plan must be directed toward at least one of these goals and every State plan must include at least one service directed toward each goal. The law also requires that at least three State-selected services be available for recipients of Supplemental Security Income (SSI), the financial assistance program for individuals 65 or older and handicapped children and adults.

Public Participation

Each Title XX State agency is required to publish its proposed services plan at least 90 days prior to the start of the State's program year and to accept public comments for at least 45 days. As part of this process, State officials are required by HEW regulations to publish a display advertisement summarizing the plan. The advertisement is to appear in the newspaper of widest circulation in each geographic area described in the plan.

In most States, officials went beyond the minimum statutory and regulatory requirements for securing public participation. Forty-six States, for example, conducted public hearings. Other efforts to elicit public comment included using toll-free telephone numbers, having interviews and making announcements on local radio and television stations, working with advisory committees, meeting with service providers and other agencies, and providing public speakers. Almost every jurisdiction used at least three techniques for obtaining public participation.

Response to Public Review

While it is impossible to attribute to public comment all changes made in the final State program plans, public participation was an important factor. Among major issues raised by the public were level of funding for specific services, eligibility levels, fee schedules, and the extent of public participation in assessing service needs and in planning how to meet these needs.

A major change that occurred in the final plans as compared with the proposed plans was in the area of eligibility levels.

Under Title XX, State officials determine income eligibility levels, which may not exceed 115 percent of the State's median income as adjusted for family size. States may also set different eligibility levels for different services. Income-related fees must be imposed for services furnished to persons whose income exceeds 80 percent of the State median and may be imposed for services furnished to welfare recipients and persons with incomes at or below the 80-percent level.

In approximately 10 percent of the States, changes were made on the decision to charge fees for Title XX services. The number of States with fees for services increased from 29 in the proposed plans to 33 in the final plans. There was also an increase in the number of States initiating fees below 80 percent of the State's median income. Although only four States initiated fees in the final plan, changes occurred in 12 States, with four dropping fees entirely and eight adding fees for services.

Problems in Public Review

While service providers, organized client groups, and special interest groups were active participants in the public review process, the general public was not. States' concern about this has led to various activities to encourage participation by the unorganized public, especially low-income consumers of services. The results of these activities will be monitored and reported in the coming year.

Substate Program Variation

Prior to Title XX, each social service in a State's program plan had to be offered on a statewide basis. Under Title XX, States can be divided into regions, and services offered can vary from one substate area to another. The purpose of substate variation is to allow State officials to adapt the program to meet regional needs. All but 16 States have established substate regions.

Recipients and Services

1. Number of Persons Served

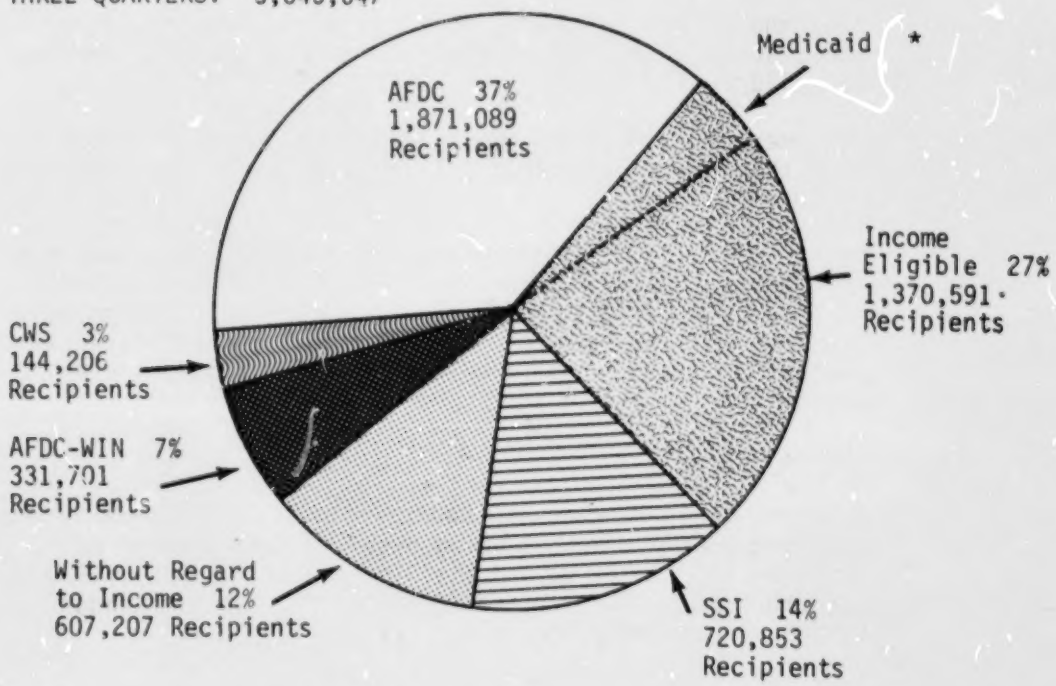
   During the first three calendar quarters of the Title XX program, about five million primary recipients received social services. (A primary recipient is a person on whose behalf one or more goal-directed services are provided. For example, when child day care services are furnished to help a mother become self-supporting, the mother is the primary recipient. When such services are furnished to supplement parental care and guidance for a neglected child, the child is the primary recipient.)

   Groups of primary recipients served by the program are reported as AFDC, SSI, Income Eligibles, and Without Regard to Income.

   Income Eligibles are persons not receiving AFDC or SSI payments whose eligibility for services is based on State-set

Figure A NUMBER AND PERCENT OF TOTAL PRIMARY RECIPIENTS OF SOCIAL SERVICES UNDER TITLES IV-B, IV-A (WIN) AND TITLE XX OF THE SOCIAL SECURITY ACT, BY CATEGORY OF RECIPIENT. OCTOBER 1975 - JUNE 1976

TOTAL PRIMARY RECIPIENTS FOR THREE QUARTERS: 5,045,647



*191,992 of the Income Eligible Recipients qualify for Medicaid but not for AFDC or SSI financial assistance. This group amounts to about 4 percent of the total number of social services recipients.

income limits which may not exceed the Title XX limit of 115 percent of the State's median income as adjusted for family size. Persons receiving Medicaid but not AFDC or SSI may qualify for Title XX services on the basis of their income eligibility but not on the basis of their eligibility for Medicaid. (Medicaid recipients are identified as such in State reports because of the requirement that at least 50 percent of the Federal financial participation in a State's Title XX program be spent on behalf of the AFDC-SSI-Medicaid recipient community.)

Three services--information and referral services, protective services for children and adults, and family planning services --may be provided on a universal basis without regard to income, family planning services as a result of amendments embodied in P.L. 94-401. Persons receiving one or more of these universal services make up the recipient group described as Without Regard to Income.

During the first nine months of Title XX, 68 percent of the primary social services recipients were adults and 32 percent were children.

Most numerous eligibility groups receiving social services during this period were AFDC (37 percent) and Income Eligibles (27 percent).

Data for the Title XX program are reported with data from two other Federal-State programs that provide many of the same services: the joint Department of Labor-HEW Work Incentive (WIN) program authorized by Title IV-A and IV-C of the Social Security Act, and the Child Welfare Services program authorized by Title IV-B.

2. Services Provided

During the first nine months under Title XX, relatively little change occurred in services being provided from quarter to quarter by the 50 States and the District of Columbia. Services provided by all or most States during these calendar quarters are shown in Figure B.

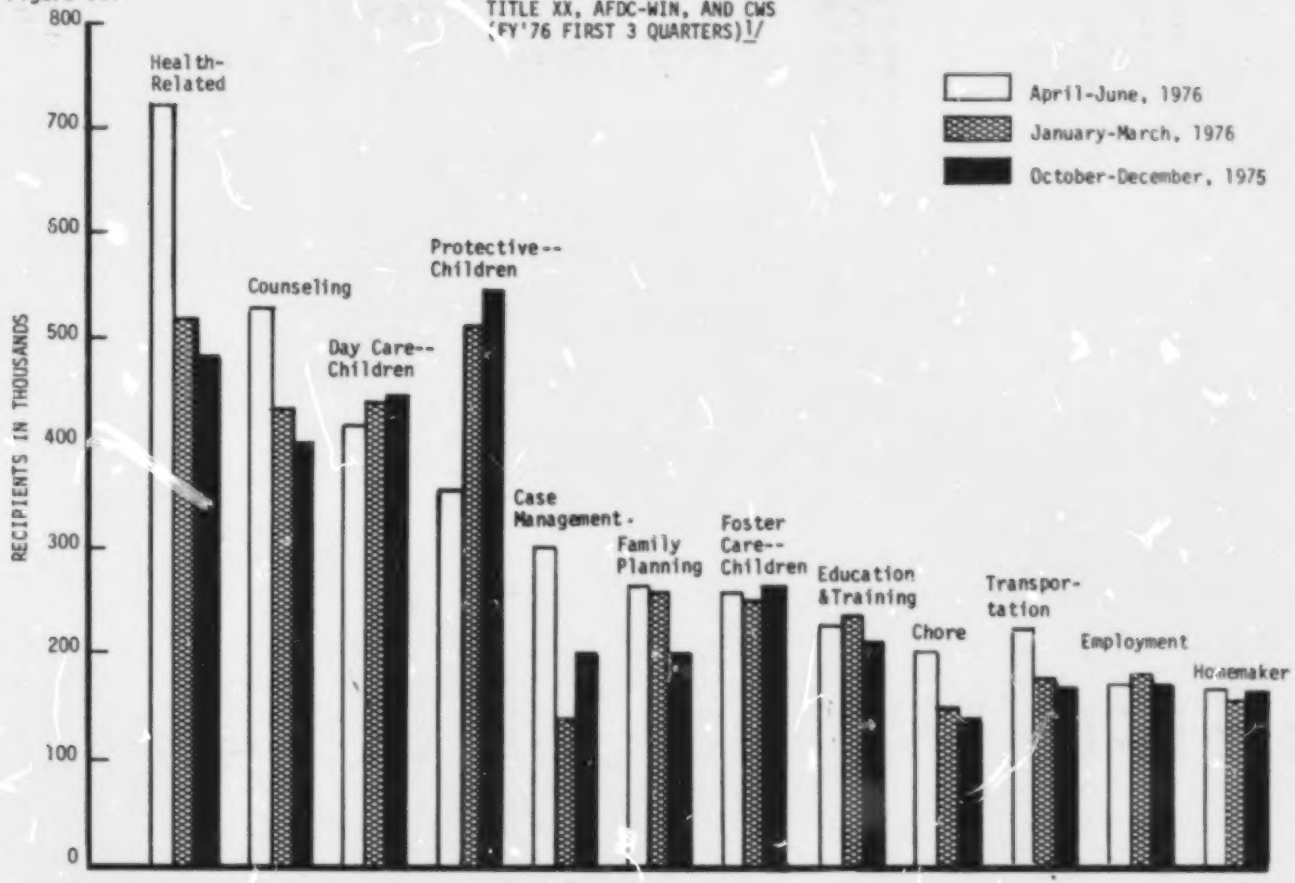
FIGURE B SERVICES PROVIDED BY ALL OR MOST STATES, FIRST THREE CALENDAR QUARTERS

	Number of States, by quarter		
	1	2	3
Child day care	51	51	51
Family planning	51	51	51
Homemaker	46	46	49
Transportation	47	42	45
Health-related	43	43	44
Education and training	43	45	44
Home management	41	41	41

Figure C shows which services were provided to the largest numbers of recipients. These include health-related services, counseling services, day care services for children, and

Figure C &
Figure VII

MOST FREQUENTLY PROVIDED SERVICES FUNDED THROUGH
TITLE XX, AFDC-WIN, AND CWS
(FY'76 FIRST 3 QUARTERS)1/



1/SOURCE: "Social Services, U.S.A." October-December, 1975, Table 4.
"Social Services, U.S.A." January-March, 1976.
"Social Services, U.S.A." April-June, 1976 (Preliminary).

11

protective services for children.

3. Social Services Expenditures

Reporting of expenditure data under the new Social Services Reporting Requirements (SSRR) was phased in to begin with the April-June quarter. For that three-month period, expenditures exceeded $676 million. Figure D shows services with the largest expenditures for the quarter.

FIGURE D THE LARGEST EXPENDITURES FOR SERVICES DURING THE THIRD QUARTER (APRIL - JUNE 1976) (PRELIMINARY DATA)

Services	Number of Recipients	Total Expenditures	Average Expenditure Per Recipient
Day Care (Children)	419,507	$148,873,076	$355
Foster Care (Children)	207,442	60,626,125	292
Protective Services (Children)	353,329	51,057,351	145
Counseling Services	544,332	45,920,715	84
Homemaker Services	152,781	37,087,217	243
Chore Services	194,679	45,213,758	232
Health-related Services	726,932	34,988,521	48
Employment Services	148,939	26,329,365	177
Education and Training	221,743	47,087,327	212
Res. Care and Treatment	76,417	22,287,884	292

There are several limitations in the use of these data: No standardized unit of service has been developed. The average day care expenditure may represent a large number of contacts whereas the health-related services may represent only a single client contact. Not all States have reported expenditure data for the third quarter and the expenditure data are not related to goal achievement. An individual recipient may receive several services to achieve a particular goal but the total cost of achieving that goal is not reflected in the data.

4. Trends in Social Service Expenditures

Since 1972 the total Federal authorization for social services to the States has remained at $2.5 billion. Allotments to individual States have changed according to their relative growth or decline in population. The actual spending levels in many States for social services have been approaching the total authorization. The total State

expenditure of Federal funds has increased from $1.6 billion in FY 73 to approximately $2.1 billion in FY 76. This represents an increase in Federal expenditure of 35 percent over the four-year period.

In FY 76, seventeen States spent their entire allotment and another nine spent over 90 percent. Eleven States (Colorado, Connecticut, California, Illinois, Iowa, Minnesota, New York, Oregon, West Virginia, Wisconsin and District of Columbia) reported expenditures in excess of what could be matched within their allotments. Also during FY 76, eight States increased their expenditures by more than 20 percent each.

It is estimated that 33-35 States may expend all funds allotted in FY 77, and an additional 5-7 States will spend over 90 percent of the allotments. Inflation is contributing to the increased expenditure of social service funds. In its annual State salary survey, the U.S. Civil Service Commission found that entry-level salaries of State social workers and supervisors increased an average of 15 percent during the period from August 1973 to August 1975. While other factors such as purchased services impact on the cost of services, State salaries are of major importance. Inflation has reduced the amount of services that can be provided for the same amount of money.

Federal Technical Assistance

Direct Federal technical assistance was provided by all HEW Regional Offices and many HEW agency units in Washington, D.C. This report does not include assistance provided prior to the effective date of Title XX, October 1, 1975. Reports from participating units indicate that:

(1) Most technical assistance was provided on the basis of requests initiated by State officials.

(2) Technical assistance was provided, for the most part, by Federal staff (as distinquished from contractors).

(3) Program planning ranked first among the technical assistance areas (i.e., more HEW units provided assistance in this area than any other area).

(4) More HEW units provided technical assistance to planning, evaluation, and monitoring staff, program staff, and financial and management staff than to any other types of staff.

(5) About 8,000 technical assistance actions (contacts and documents) were completed by HEW, requiring an estimated 7,300 person days, or about 0.9 person days per episode.

(6) Most of the HEW person power was expended in on-site assistance.

Nature of Technical Assistance Provided to States

The major focus of the first year's technical assistance efforts were in the areas of program planning and evaluation. State agencies were required to develop and publish CASPS before the beginning of their first program year. Having completed that effort, State officials recognized the need for improved planning for the second program year. Figure E illustrates that 20 of the HEW units which provided technical assistance did so in the area of program planning and 17 units assisted in evaluation planning.

FIGURE E NATURE OF TECHNICAL ASSISTANCE PROVIDED TO STATES

Area of Assistance	HEW Number of Units
Program content	15
Program planning	20
Reporting	14
Administration	12
Evaluation	17
Regulation and policy interpretation	7
Other (includes monitoring, training, and coordination	15

Amendments (P.L. 94-401)

On September 7, 1976, amendments embodied in P.L. 94-401 were signed into law. These amendments retroactively permit States to determine eligibility on a group basis and provide family planning services without regard to income. They also waive Federal child day care staffing standards under certain conditions; provide for changes with

respect to comprehensive services to drug and alcohol abusers; and authorize a one-time addition of $240 million for child day care services for July-September 1976 and FY 77. Impact of these amendments, enacted close to the end of the program year, will be considered in the next annual report.

SECTION I

TITLE XX BACKGROUND AND MAJOR CHARACTERISTICS

BACKGROUND

The Federal Government has provided funds to States for the provision of social services to welfare recipients since 1956. 1/ In 1962, Congress increased the initial Federal participation rate from 50 percent to 75 percent. 2/ A 1968 amendment to the Social Security Act required States to offer family planning services and child care services to welfare clients who were referred to the Secretary of Labor for work or training. 3/ State agencies were permitted to purchase services from private and public agencies and to determine eligibility for services on a group rather than an individual basis. Federal expenditures for social services under the Social Security Act reached $282 million in FY 1967. 4/ By FY 1972, Federal outlays were $1.688 billion. States estimated that they would spend over $4.5 billion of Federal funds in FY 1974.

In October of 1972, as part of the legislation enacting General Revenue Sharing, Congress placed a $2.5 billion limit on Federal social services expenditures under Title IV-A and VI of the Social Security Act (the predecessors of Title XX). Although the non-Federal matching requirement (25 percent) was retained, these funds were to be allotted to the States according to the ratio of State population to the nation as a whole. As a part of the same Act, Congress required that at least 90 percent of the social service expenditure for which Federal funds could be applied must be for applicants for or recipients of public assistance. Five services were exempt from this requirement: child care services, family planning services, services to mentally retarded individuals, services to drug addicts and alcoholics undergoing treatment, and services to children in foster care.

The Department of Health, Education, and Welfare published proposed regulations in May of 1973 (to become effective in July 1973) to respond to the 90-percent requirement. These would have

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1/ P.L. 84-880 August 1, 1956
2/ P.L. 87-878 October 24, 1962
3/ P.L. 90-248 January 2, 1968
4/ Through 1966, social services, administration, and training were combined into one activity in the budget and were not identifiable separately. The total expenditures for these three areas was $194 million in FY 1963.

narrowed the eligible population by limiting non-public assistance recipients to those with incomes up to 150 percent of the State's AFDC payment standard (except for child care for which the income level was 233 1/3 percent of the AFDC payment standard). The proposed regulations would have required States to determine eligibility on an individual basis. Under previous regulations, States had the option of granting eligibility on a group basis to specific low-income populations (such as migrant farm workers or residents of low-income areas). The proposed new regulations required a written agreement with the providing agency for the purchase of services and restricted the provision of Federal funding for services formerly provided with non-Federal funding. Also, the proposed regulations reduced from 16 to 3 the number of services that States were required to provide.

These regulations were opposed by many individuals and groups who felt they were, in many respects, contrary to Congressional intent. HEW received over 200,000 comments on the regulations as proposed. The Senate Finance Committee held four days of hearings on the regulations in May of 1973. In July of 1973, Congress provided that no new social service regulations could become effective prior to November 1, 1973.

Although HEW made a number of revisions in the proposed regulations, Congress indicated that the changes did not resolve the basic objections which had been raised. In November 1973, Congress passed legislation prohibiting any new social services regulations from becoming effective prior to January 1, 1975.

During 1974, the Department of Health, Education and Welfare, National Governors Conference, American Public Welfare Association, Congress, and many other organizations worked to develop new legislation for social services. In October, 1974, a new social services bill was introduced. Title XX was to be substituted for the services authorizations in Titles IV-A and VI of the Social Security Act.

Title XX was passed by the Congress and signed by the President on January 4, 1975, with an effective date of October 1, 1975.

MAJOR CHARACTERISTICS

Title XX builds upon prior Federal social service legislation. Social services are to be delivered to AFDC, SSI, and low-income individuals and families. These services are to be directed toward the achievement of specified goals. The major change under Title XX is the prospect of greater flexibility for States in the planning and composition of services programs. Another important

change from previous social service legislation is the requirement that States publish and make available to the public for comment a proposed Comprehensive Annual Services Program Plan. For the first time, the Federal government mandated public participation in the development of State social service plans for programs funded under the Social Security Act. Key provisions of Title XX are summarized below.

(1) Goal Structure and Service Provision

Title XX requires that services offered be directed to the five goals of:

" I. Achieving or maintaining economic self-support to prevent, reduce, or eliminate dependency;

II. Achieving or maintaining self-sufficiency, including reduction or prevention of dependency;

III. Preventing or remedying neglect, abuse, or exploitation of children and adults unable to protect their own interests, or preserving, or reuniting families;

IV. Preventing or reducing inappropriate institutional care by providing for community-based care, home-based care, and other forms of less intensive care; and

V. Securing referral or admission for institutional care when other forms of care are not appropriate, or providing services to individuals in institutions." 5/

Under previous social service programs funded under the Social Security Act, HEW had the authority to mandate the provision of certain services. Under Title XX, the States determine which services will be provided, as long as at least one service is directed at each of the five goals, and at least three services are provided to Supplemental Security Income recipients.

(2) Social Service Planning

The States are required to develop and publish a Comprehensive Annual Services Program Plan (CASP) which describes program objectives, services to be provided, categories of individuals to be served, availability of services by geographic area, sources of resources, coordination with other human services programs, needs assessment, planning, evaluation and reporting activities, organization

5/ Section 2001, Social Security Act as amended.

structure of the administering agency, and estimated expenditures.

Under Title XX States are required to formalize the planning process for social services and submit the plan to public review and comment rather than for Federal approval. Previously, States were required to submit plans to HEW for approval, but an open planning process was not required.

(3) Eligibilty for Services
States may establish three eligibilty categories for services:

a. Income Maintenance - Recipients of AFDC and persons whose needs were taken into account in determining the needs of such recipients; and recipients of SSI benefits or State supplementary payments.

b. Income Eligibles - persons meeting State income limits which may not exceed 115 percent of the State median income adjusted for family size. The State determines the income levels eligible for services. Income levels may be different for different services. States may choose not to provide services to income eligibles.

c. Without Regard to Income - Information and referral services, family planning services, and protective services for children and adults may be provided without an income test.

States are free to provide services to any of the eligiblity categories. The only restriction is that at least 50 percent of the Federal funds must be expended on services for persons receiving AFDC, SSI, and/or Medicaid and categorically related individuals and families.

(4) Fees for Services
States are required to charge an income-related fee for services furnished to persons whose gross income falls between 80 percent and 115 percent of the State median income adjusted for family size. States have the option of charging such fees for services furnished to persons with income below the 80-percent level and recipients of income maintenance payments.

SECTION II

STATE IMPLEMENTATION OF TITLE XX

This chapter describes State and local government implementation of social services programs under Title XX. The term "implementation" as used here has two meanings. It refers to the States' Title XX planning activities and to the provision of social services.

The States, within limits set by the $2.5 billion ceiling, have the responsibility to develop and implement social services programs to meet the needs of their residents. A major emphasis in HEW's evaluation activities, therefore, has been State implementation of Title XX of the Social Security Act.

Title XX emphasizes State program planning. This segment describes State activities concerning public participation, coordination with other human service programs, and needs assessment.

(1) Public Participation

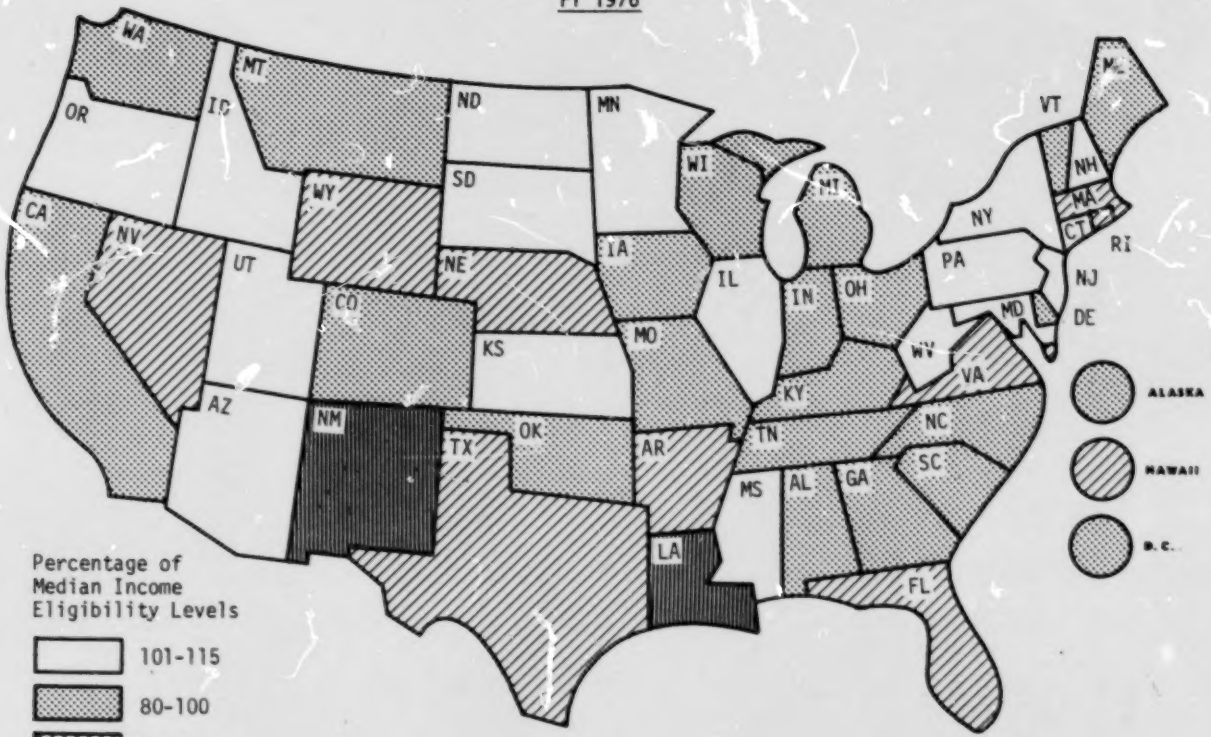
The Title XX statute requires States to publish a proposed Comprehensive Annual Services Program Plan (CASP) 90 days prior to the start of their program year and to accept public comments for 45 days. HEW Regulations require States, in addition to the statutory mandates, to have a display advertisement in the newspaper of widest circulation in each geographic area described in the proposed and final plans. This display advertisement must describe services to be provided and categories of persons to be served. The display advertisement must indicate where copies of the plan or summary can be obtained and where written comments on the plan can be mailed.

During the first CASP planning period most States undertook activities that went beyond the minimum legal requirements for public review. Forty-six States conducted public hearings to elicit comments on the proposed plan. Forty-eight States utilized other techniques for public review. These other efforts included radio and T.V. interviews or announcements, advisory committees, meetings with providers and other agencies, and public speakers. Almost all jurisdictions utilized at least three techniques for public review.

Prior to Title XX, many States had been required by State statutes to conduct public hearings or to publish notices

Figure I

MAXIMUM INCOME ELIGIBILITY LEVELS
BY
STATES' FINAL CASP PLANS
FY 1976



Percentage of
Median Income
Eligibility Levels

- 101-115
- 80-100
- 50-79
- 0-49

See Appendix for State
Median Incomes for
Families of Four

SOURCE: Interim Characteristics Report of State Social Services Programs for Individuals and Families under Title XX of the Social Security Act December 1975

of intent to change State plans. To judge if there was a greater degree of public involvement in the Title XX planning process compared with prior social services planning processes, HEW reviewed perceptions of officials working within the program. This comparative assessment showed that in all but two States observers agree that there was greater public involvement in the Title XX planning process than in previous social service plans.

(2) Response to Public Review

An effective public review process includes serious consideration of public comment. While it is impossible to attribute all changes States made in their final plans to public comments, they were important. Major issue areas raised by the public were level of funding for specific services, eligibility determination, fee schedules, and the extent of public participation in needs assessment and planning.

A major change in final State plans as compared with proposed plans was in eligibility criteria. Eligibility levels were changed in 20 States and the District of Columbia during the first planning cycle.

States which lowered eligibility for services in their final CASP plans were

Alaska	New Mexico	Virginia
District of Columbia	Rhode Island	Wisconsin
Michigan	Texas	Wyoming

States which increased eligibility levels for services in their final CASP were

Delaware	Maryland	North Dakota
Georgia	Nebraska	Ohio
Illinois	New Hampshire	Oklahoma
Louisiana	New York	Vermont

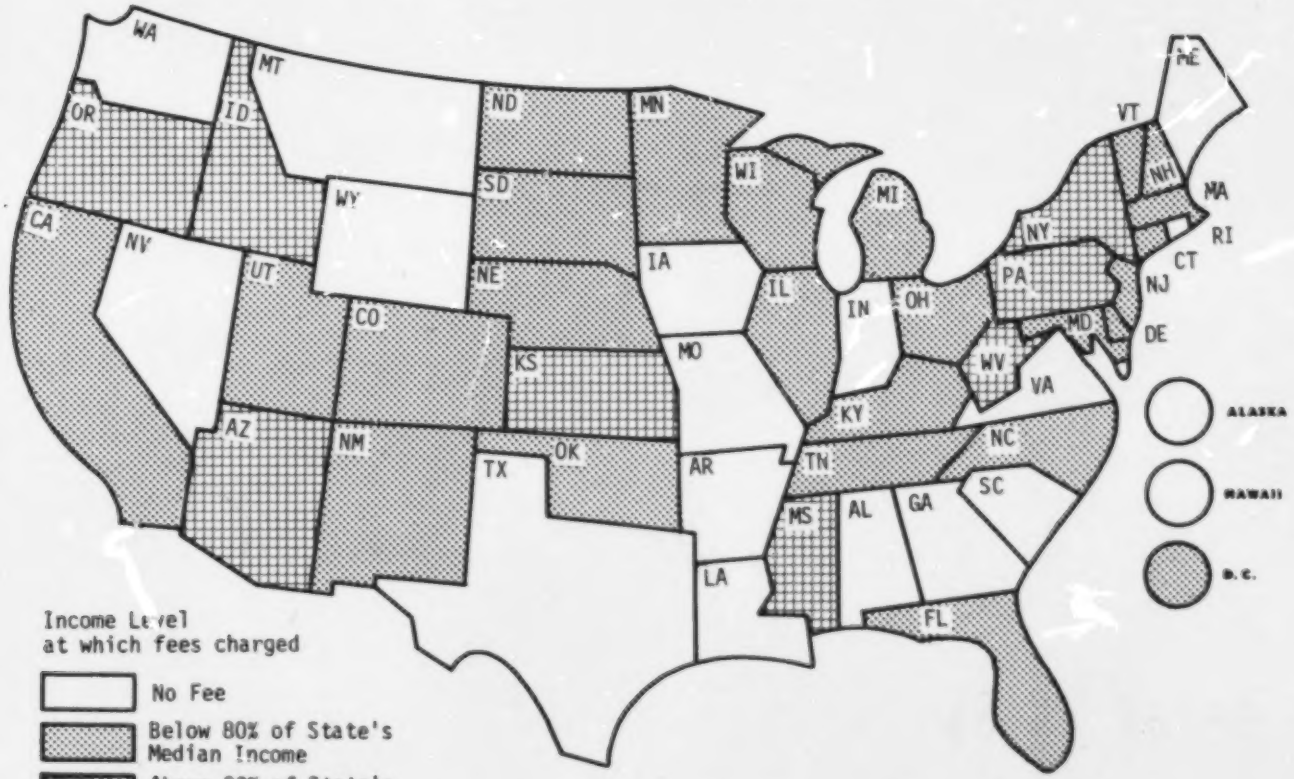
Figure I illustrates State income eligiblity standards adopted during FY 1976.

Title XX gave States greater flexibility in determining who would be eligible for services. States were able to vary eligibility criteria for different services. States did utilize the increased flexibility in the first year of Title XX.

The CASPs showed that:

Figure II

USE OF FEES FOR SERVICES BY STATES AS OF OCTOBER 1, 1975



SOURCE: Interim Characteristics Report of State Social Services Programs for Individuals and Families under Title XX of the Social Security Act December 1975

(1) Seventeen States offered some or all services at 115 percent of the State's median family income.

(2) Twenty-two States offered some or all services at 80 percent of the State's median family income.

(3) Twenty-seven States provided most or all services at the maximum income eligibility level.

(4) Twelve States did not vary income eligibility levels by category of individual and service.

(5) Nineteen States varied income eligibility levels by category of individual and service.

(6) Thirteen States varied income eligibility levels by service only.

(7) Seven States varied income eligibility levels by category of individual only.

Public comment also affected changes in State plans related to fees. Over 20 percent of the States changed decisions in charging fees for Title XX services. Four States dropped fees entirely while eight States added fees for services. The CASPs showed that: (Figure II)

a. Thirty-three States charged fees for services (twenty-five of these charged fees for services to persons in families with incomes below 80 percent of the State median).

b. Eighteen States charged no fees.

c. Twenty-five States charged fees for a few services.

d. Four States charged fees for most services.

e. Four States charged fees for all services.

(3) Problems in Public Review

The limited involvement of the general public during the first year's implementation of Title XX was a major concern of State agency leaders. Providers, organized client groups and special interest groups were the most active participants in the public review process. Several State agencies have initiated activities designed to encourage participation by the unorganized public, especially low-income consumers. The results of these activities will be monitored and reported in the coming year.

(4) Coordination with Other State Human Resource Programs

One of the thrusts of Title XX is coordination of social services with other human resource programs. States are required to identify the nature of coordination activities in their CASP plans. Federal regulations identify the following human resource programs:

(1) Under the Social Security Act:

Title IV-A (AFDC including WIN)
Title IV-B (Child Welfare Services)
Title XVI (Supplemental Security Income)
Title XIX (Medical Assistance or Medicaid)

(2) Related human service programs including services for the aging, children, developmentally disabled, alcohol and drug abusers, programs in corrections, public education, vocational rehabilitation, mental health, housing, medical and public health, employment and manpower. 6/

The purpose of coordination of planning and programming is to provide better integration of services delivery, less duplication of services and fewer gaps in service availability.

A study of Title XX in eight States found that during the first planning effort previously used approaches to coordination (e.g., organization of a human resources agency, formal interagency agreements and informal interagency contacts) were supplemented with a number of other techniques. These involved the use of interagency or intra-agency advisory groups or technical planning groups. State-local planning groups, and broad-based advisory groups for plan development and review were also established. Formal contracts and/or memoranda of agreement among public agencies or divisions were also instituted in some States. State human services agencies are now beginning to conduct joint planning efforts to produce both annual and multi-year program plans. Complementary agencies are developing combined information systems for planning, coordinating, monitoring and evaluating service programs. One of the difficulties of coordination is ensuring that the local service delivery systems are linked together for efficient service delivery.

(5) Needs Assessment

HEW regulations require a CASP to describe:

"how the needs of all residents of, and all geographic areas in, the State were taken into account in developing

6/ 45 CFR 228.29

the services plan. The description of the needs assessment process shall include at least the following:

(1) Data sources used (or to be used);

(2) Public and private organizations consulted (or to be consulted) for the assessment of needs; and

(3) The manner in which the results of the needs assessment were utilized in development of the services plan." 7/

The conduct of needs assessments for the States' CASPs was curtailed by lack of time. A simple survey of provider and consumer priorities coupled with the compilation and analysis of workload and demographic data was undertaken in many States. Where needs assessments were undertaken, they consisted of a polling of current and potential providers of social services. For the future, there appears to be a search by State and local public administrators for objective criteria to guide the allocation of limited social services resources. The results of such attempts are believed to portend: (1) more structured assessments requiring staff with specialized skills; (2) institution of human service planning offices (e.g., a State planning coordinator) to fulfill data requirements of more than one agency; (3) more involvement of district and local service providers, agencies and planners with the State staff assuming more of a technical assistance role.

(6) Substate Service Provision

Prior to Title XX, State agencies were required to offer all social services for which funds were provided on a Statewide basis. Under Title XX, State governments may divide the State into geographical areas and particular services may be provided in only one area or in any combination of areas. The purpose of substate area organization was to make it possible to target services to meet the unique needs of an area. All but 16 States opted for some geographic division of the State. Figure III indicates the spread in geographic division adopted by the States.

SOCIAL SERVICES REPORTING REQUIREMENTS

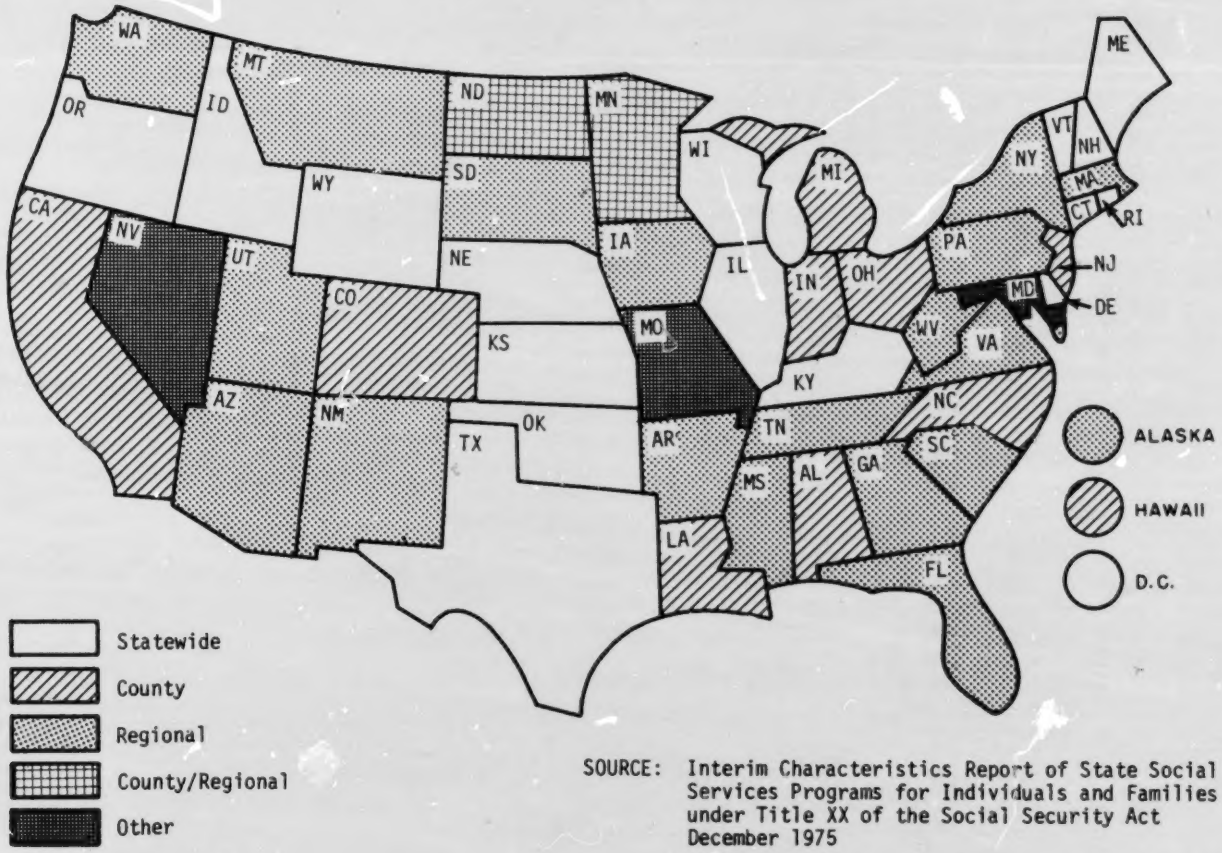
The evaluation and analysis of publicly-funded social services has been handicapped by a dearth of comparable cost, service and client

7/ 45 CFR 228.31 These regulations were superseded by Regulations published January 31, 1977.

Figure III

GEOGRAPHIC BASIS SELECTED BY STATES

FY 1976



SOURCE: Interim Characteristics Report of State Social Services Programs for Individuals and Families under Title XX of the Social Security Act December 1975

data. The Social Services Reporting Requirements (SSRR) developed by HEW, in consultation with the States, are a major initiative to provide comparable data to Federal, State and local officials responsible for the development of public policy.

Although the SSRR build upon many existing information systems, the reporting requirements represent a major undertaking by the States and the Federal government. Designed to provide detailed information on service recipients, services provided, and the cost of specific services, the requirements are comprehensive in scope. Full implementation was not initially feasible. The implementation schedule adopted extends through Fiscal Year 1978. This phase-in schedule reduced the work load on the States, and allowed States time to design the support systems to generate the data required for the reports. Nevertheless, SSRR have provided information not previously readily available and a quarterly publication Social Services, U.S.A. reporting this data has been established. Demand for the first two issues of this publication is larger than expected for an initial publication of this type.

(1) Limitations of the Data

The first reports have included erroneous data or data of questionable validity. However, all data submitted by States were processed and the results sent to States for review. The following general limitations apply to the data used in this section of the report:

a. Some recipients who received services under programs in effect before the passage of Title XX were not redetermined eligible under Title XX guidelines in time to be reported during the first two quarters following implementation of Title XX (October 1975 through March 1976).

b. A few States define "primary recipients" differently from the SSRR definition. 8/

c. Reporting of expenditure data was required beginning with the third quarter of Title XX implementation (April-June 1976). Not all States have reported expenditure data for this quarter.

8/ Social Services, U.S.A. October-December 1975 page 69. "An individual with whom, or for whom, a specific goal is established and to whom the services are provided for the purpose of achieving the goal. Services are considered to be provided to the primary recipient when they are provided to or in behalf of other members of the primary recipient's family to facilitate achievement of his/her goal."

d. The data should be regarded as representing relative magnitudes rather than exact numbers.

e. To date, data have been received for the period October 1975 to June 1976.

(2) Social Services Definitions

Under Title XX, each State develops its own Comprehensive Annual Services Plan, defining the services it intends to make available to eligible persons. The services specified in each of the State plans totaled 1,313, many of which were not comparable. In order to achieve a national perspective on social services delivered, an analysis was made of all of the State plans for the purpose of producing a common set of terms. This glossary, used in compiling the list of services for the SSRR, was developed for reporting purposes only. It does not change the intent of Section 2002 of Title XX which entitles States to determine and define the services which they plan to provide, in the manner deemed most appropriate. The process of developing these common terms from a State's services definitions was complex. Its basis evolved from the activities and sub-activities (or components) listed for each service in each State's Comprehensive Annual Services Program Plan. Where the activities were similar in character, the services represented were grouped under a common standard service description, regardless of the name and title given the service by the State. Services for which no common characteristics could be shown were left as unique.

In the glossary, the service of "other" was included to cover those services provided by only a small number of States, for which comparability between States was not possible.

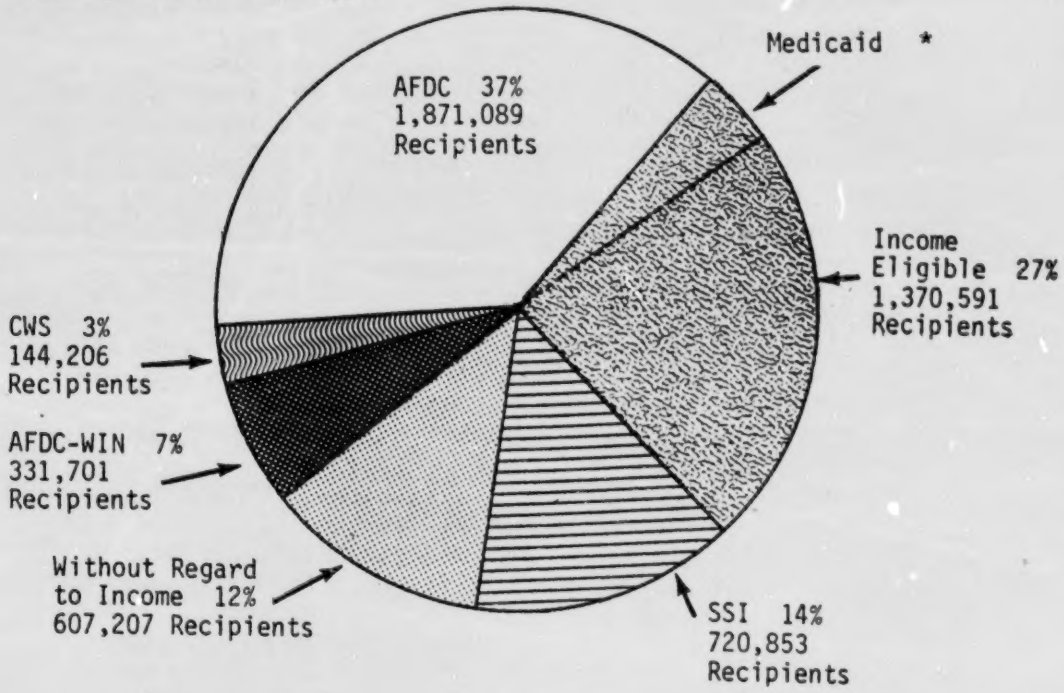
SERVICES PROVIDED BY STATES

(1) Number of Persons Served

Between October 1975 and June 1976, slightly over five million primary recipients received social services. Figure IV (next page) indicates the eligibility categories of the service recipients.

Figure IV NUMBER AND PERCENT OF TOTAL PRIMARY RECIPIENTS OF SOCIAL SERVICES UNDER TITLES IV-B, IV-A (WIN) AND TITLE XX OF THE SOCIAL SECURITY ACT, BY CATEGORY OF RECIPIENT. OCTOBER 1975 - JUNE 1976

TOTAL PRIMARY RECIPIENTS FOR THREE QUARTERS: 5,045,647



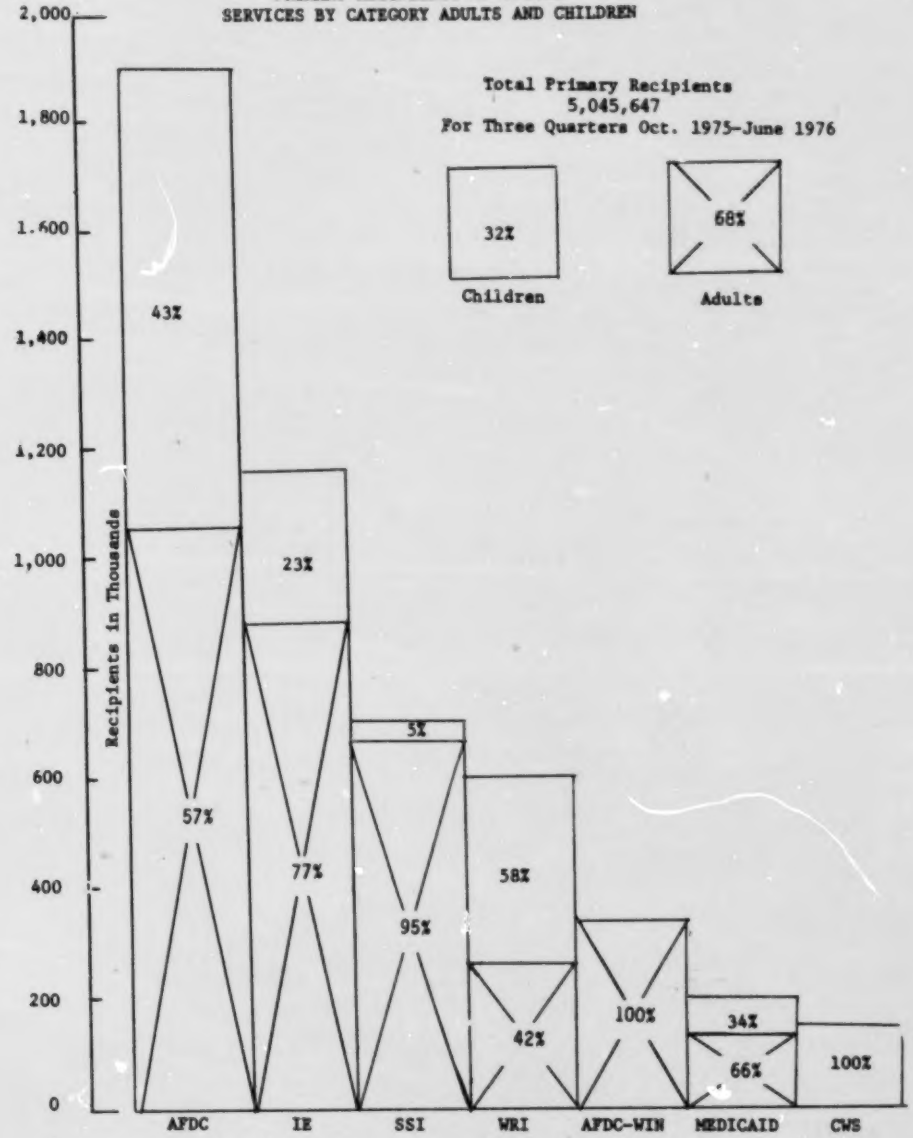
*191,992 of the Income Eligible Recipients qualify for Medicaid but not for AFDC or SSI financial assistance. This group amounts to about 4 percent of the total number of social services recipients.

The two largest eligibility categories of those served were AFDC recipients, 37 percent, and income eligibles, 27 percent.

Of the primary recipients, 68 percent were adults, and 32 percent were children. It must be remembered that the primary recipient is the individual with whom or for whom a specific goal is established. For example, a goal for the primary recipient could be self support. One of the services provided to achieve that goal could be child day care, in which the primary recipient's children are enrolled in a day care program.

Figure V

PRIMARY RECIPIENTS OF SOCIAL SERVICES BY CATEGORY ADULTS AND CHILDREN



Source: Social Services U.S.A. Oct.-Dec., 1975
Social Services U.S.A. Jan.-Mar., 1976
Preliminary data Apr.-June, 1976

Figure V (bar chart) illustrates the adult/child breakdown by eligibility category. Note that for the two largest categories, AFDC and income eligibles, the breakdown is 57 percent adults and 43 percent children and 77 percent adults and 23 percent children respectively.

(2) Social Services Provided

During the first three quarters of the implementation of Title XX, most of the States provided similar services.

Figure VI SERVICES PROVIDED BY MOST STATES IN ALL THREE QUARTERS

	Number of States by Quarter		
	I	II	III
Day Care for Children	51	51	51
Family Planning	51	51	51
Homemaker	46	46	49
Transportation	47	42	45
Health Related	43	43	44
Education and Training	43	45	44
Home Management	41	41	41

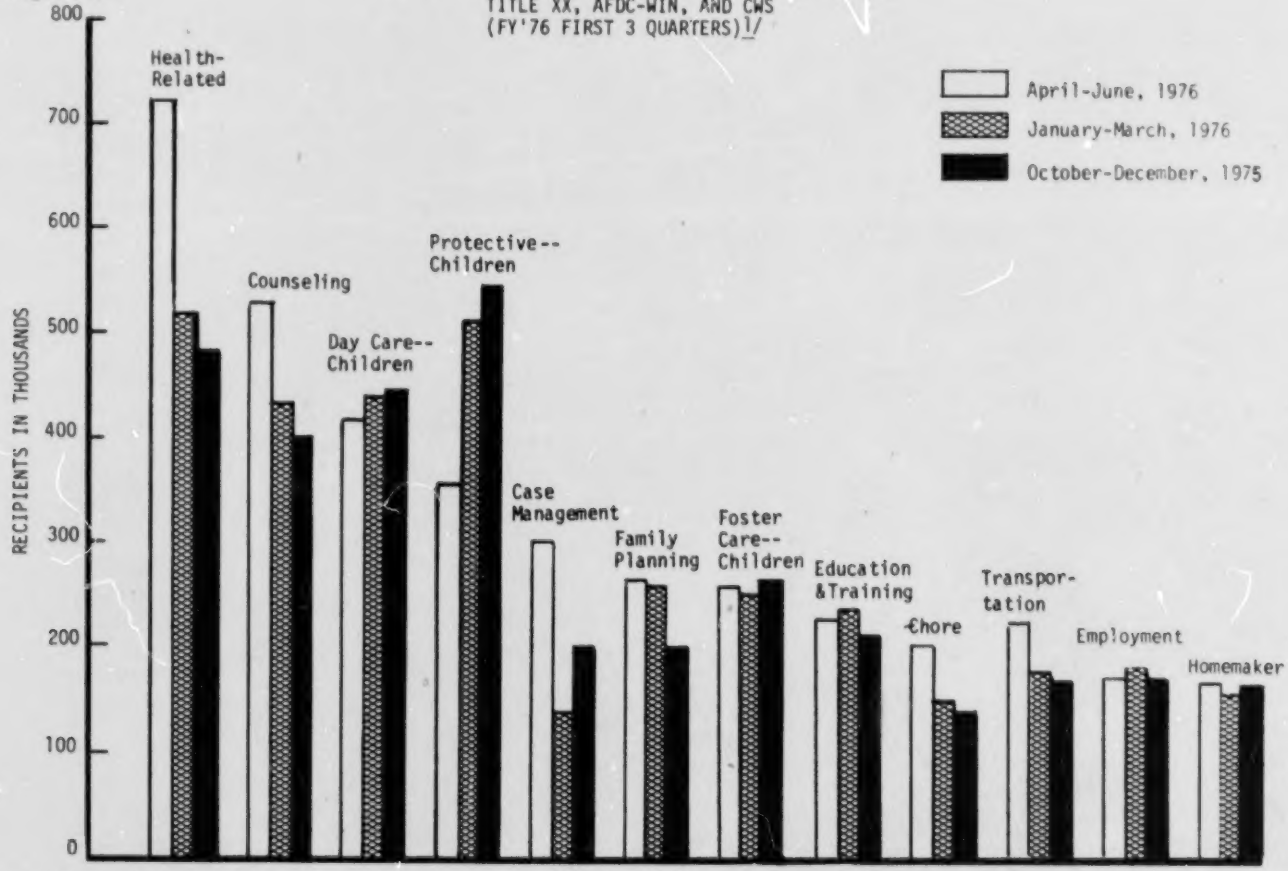
Figure VII (bar chart) indicates the number of recipients of the services most frequently provided during each of the first three quarters of Title XX implementation. The most frequently utilized services were health related services, child day care services, counseling services and protective services to children.

(3) Social Services Expenditures

Social services expenditures were reported only for the third quarter (April - June 1976) and exceeded $676 million.

Figure C &
Figure VII

MOST FREQUENTLY PROVIDED SERVICES FUNDED THROUGH
TITLE XX, AFDC-WIN, AND CWS
(FY'76 FIRST 3 QUARTERS)1/



1/SOURCE: "Social Services, U.S.A." October-December, 1975, Table 4.
"Social Services, U.S.A." January-March, 1976.
"Social Services, U.S.A." April-June, 1976 (Preliminary).

Figure VIII THE LARGEST EXPENDITURES FOR SERVICES DURING THE THIRD QUARTER (APRIL - JUNE 1976)

(PRELIMINARY DATA)

Services	No. of Recipients	Total Expend.	Avg. expend. per recipient
Day Care-Children	419,507	$148,873,076	$355
Foster Care-Children	207,442	60,626,125	292
Protective Services-Children	353,329	51,057,351	145
Counseling	544,332	45,920,715	84
Homemaker	152,781	37,087,217	243
Chore Services	194,679	45,213,758	232
Health Related	726,932	34,988,521	48
Employment Services	148,939	26,329,365	177
Education & Training	221,743	47,087,327	212
Res. Care & Treatment	76,417	22,287,884	292

Several limitations should be recognized in using these data. Not all States have reported expenditure data for the third quarter. No standardized unit of service has been developed; the average day care expenditure may represent a large number of client contacts for the services, whereas the health related services may represent only a single client contact. The expenditure data are related to goal achievement; an individual recipient may receive several services to achieve a particular goal but the total cost of achieving that goal is not reflected in the data.

(4) Trends in Social Service Expenditures

Since 1972 the total Federal authorization for social services to the States has remained at $2.5 billion. 9/ The allotments to individual States have changed according to their relative growth or decline in population. The actual spending levels of many States for social services have been approaching the total authorization. The total State expenditure of Federal funds has increased from $1.6 billion in FY 1973 to approximately $2.1 billion in FY 1976. This is an increase in Federal expenditures of 35 percent over the four-year period.

The FY 1976 expenditure of $2.1 billion is 83 percent of the $2.5 billion allotment, a difference of 14 percent from the aggregate CASP estimates of 97 percent. Seventeen

9/ A one-time authorization of $240 million for day care services for the transition quarter and FY 77 was added by P.L. 94-401.

States spent their entire allotment 10/ and another nine spent over 90 percent of their allotment. Eight States increased their expenditures by more than 20 percent. A state-by-state breakdown of social service allotments and expenditures is included in the appendix. It is estimated that 33-35 States will spend their entire allotment in FY 1977, and an additional 5-7 States will spend over 90 percent of their allotment in the same year.

A prime factor impacting the expenditure of social service funds is inflation. The U.S. Civil Service Commission in its annual State salary survey indicated that the salaries of State social workers and supervisors increased an average of 15 percent during the period from August 1973 to August 1975. 11/

Title XX requires the Secretary of HEW to recompute yearly each State's allotment based on total State population using Bureau of the Census data. During the period FY 73- 78, twenty-eight States' allotments increased and twenty-three States' allotments decreased. Geographically, the North, East and Midwest are declining in population with a concomitant growth in the South, Southwest and West. States with the largest increases (8 percent or more) during the FY 73- 78 period were Alaska, Florida, Nevada and Wyoming. States with significant decreases (3 percent or more) over this period were the District of Columbia, Illinois, New York, Pennsylvania, and Rhode Island.

States whose Federal social services allotments have been significantly increased or decreased over this period are indicated in Figure IX.

Figure IX EXAMPLES OF CHANGE IN STATE DOLLAR ALLOTMENTS (FY 1973 - 1978)

Gain	$		Loss	$	
Florida	+	10.8 million	New York	-	8.0 million
Texas	+	3.6 million	Pennsylvania	-	4.4 million
California	+	2.8 million	Illinois	-	4.3 million

10/ Eleven States (Colorado, Connecticut, California, Illinois, Iowa, Minnesota, New York, Oregon, West Virginia, Wisconsin, and District of Columbia) reported expenditures greater than could be matched within their allotments.

11/ Based on entry level salaries.

SECTION III

DEVELOPMENT OF ORGANIZATIONAL CAPACITY

Title XX requires HEW to provide technical assistance to the States with respect to the content of their services programs, as well as program planning, reporting, administration and evaluation. Section 2006 (c) of the Title XX statute requires the Secretary of HEW to report to Congress on the technical assistance and evaluation activities undertaken.

TECHNICAL ASSISTANCE

For the purposes of this report "technical assistance" includes assistance, consultation, advice and guidance to State agencies and providers on the content of their services programs, program planning, reporting, administration and evaluation. Included are interpretation of policy and regulations, as well as assistance to States in developing and implementing programs and systems for delivering social services. This report covers both written and oral communications, including telephone consultation and advice requiring thirty minutes or more of total effort.

(1) Public Participation and Planning Guidance

HEW awarded a grant to a coalition of four public interest groups to foster the participation of elected State and local officials in planning for social services, to identify ways that local government participation could be strengthened, to isolate problems that constrained this participation, and to recommend ways these problems might be resolved. A manual of planning techniques encouraging participation by general purpose government groups was developed and distributed to State and local government officials throughout the country.

HEW awarded a contract to develop a casebook on social service planning as conducted in eight States. This casebook describes how each State approached the planning activities, what planning techniques and research methods were used, how these techniques and methods were organizationally placed in the agency and the State's assessment of the planning process and the changes that will be introduced for the second program year. This casebook and nine "How To Do It" manuals (the best practices) were made available to all State Title XX agencies to provide guidance in the planning process for the second and third year

services program plan. HEW awarded a contract to develop a guide for State agencies in evaluating the Title XX social service programs. This evaluation manual will be made available to all State Title XX agencies when it is printed.

(2) Federal Technical Assistance*

Direct Federal technical assistance was provided by all HEW Regional Offices and by HEW Central Offices. This report does not include assistance provided to the States prior to the effective date of Title XX, October 1, 1975. Reports from participating offices indicate that:

Most technical assistance was provided, on the basis of requests initiated by the States

Technical assistance was provided, for the most part, by Federal staff (i.e., as distinguished from contractors)

Program planning ranked first among the technical assistance areas (i.e., more HEW units provided assistance in this area than any other area).

More HEW units provided technical assistance to planning, evaluation, and monitoring staff; program staff; and financial and management staff than any other types of staff.

About 8000 technical assistance actions (contacts and documents) were completed by HEW, requiring an estimated 7,300 person days, or about 0.9 person days per episode.

Most of the HEW person power was expended in on-site assistance.

ORIGIN OF TECHNICAL ASSISTANCE ACTIVITIES*

Requests for technical assistance came primarily from outside HEW. State and local governments initiated 5,344 technical assistance requests. HEW initiated 2,632 of the technical assistance contacts and completed 2,611. Over 2,200 of these contacts were

* Data given in this section were based on actual records when possible. Estimates were used when such records were not available.

initiated by the Regional Offices, and SRS Regional Staff provided most of the assistance. Figure X indicates technical assistance provided by type of reporting office.

Figure X TECHNICAL ASSISTANCE PROVIDED BY TYPE OF REPORTING OFFICE

	Total	Office of Regional Director	SRS Regional Commissioners	Central Offices
Total number of T/A actions	7976	132	7330	514
Total person days	7345	268	6177	900

NATURE OF TECHNICAL ASSISTANCE PROVIDED TO STATES

The major focus of the first year's technical assistance effort was in the areas of program planning and evaluation. States were required to develop and publish their CASP before the beginning of the first program year. Having completed that effort State officials recognized the need for improved planning for the second program year. Figure XI shows that 20 of the 22 HEW units which provided technical assistance did so in the area of program planning, with 17 units assisting States with evaluation concerns.

Figure XI NATURE OF TECHNICAL ASSISTANCE PROVIDED TO STATES

Area of assistance and type	Number of units
Program content	15
Program planning	20
Reporting	14
Administration	12
Evaluation	17
Regulation and policy interpretation	7
Other 12/	15

12/ Includes monitoring, training, and coordination

The provision of technical assistance is an important role for the Federal Government in the new Federal-State relationship established by Title XX. Regional Offices and States reported that there was a reduced emphasis on State compliance with Federal requirements and an increase in the provision of technical assistance to the States. There was a greater emphasis on planning, management and program development than previously. The overwhelming reason for these changes was the more flexible nature of the Title XX legislation.

A number of problem areas surfaced in the provision of technical assistance during the first year of Title XX. The five problems reported most frequently in relation to providing technical assistance are indicated in Figure XII.

Figure XII MOST FREQUENT PROBLEMS IN PROVIDING TECHNICAL ASSISTANCE

Rank	Problem	Number of Units reporting problem
1.	Lack of staff or other resources	18
2.	Lack of timely guidance or absence of guidance.	7
3.	Changes in regulations	7
4.	Delays in regulations and responses to policy questions	6
5.	Statutory changes	5

A little more than half (13 of 25) of the HEW units considered their staff as sufficient to meet the technical assistance requirements for which they were responsible. The remainder (12 of 25 units) reported that their staff was not sufficient in numbers and/or expertise. Where more numbers or expertise were required, the reporting offices identified the following staff needs:

- Program specialists
- Evaluation staff
- Monitoring staff
- Training staff
- Contractors/consultants

EVALUATION

HEW initiated a number of evaluation projects during the first year of Title XX. States as a part of their responsibilities

under Title XX have started several studies. This section of the report will briefly describe the HEW initiated evaluation projects.

(1) Completed Evaluation Studies

A. Five State Study of Implementation of Title XX
A contractor completed an indepth study of the first year Title XX implementation process in five States.

The objectives were...

° to describe the social service program structure, planning process, and citizen involvement in the States prior to and as changed by Title XX of the Social Security Act.

° to identify, describe and analyze changes in the State social service programs due to Title XX.

° to ascertain whether and how the service planning process and citizen review influenced resource allocation and effected changes.

The main findings of the study were:

° There was greater public participation in social service planning under Title XX than under its predecessors.

° Most of the public comments came from providers, organized client groups and other special interest groups.

° States not at the funding ceiling tended to expand the program under Title XX in contrast to non-expansion under IV-A.

B. Analysis of the Title XX Planning Process and the Development of Planning Manuals for State Use
A contractor prepared a casebook describing how eight States approached their planning activities to produce their comprehensive annual social service program plans. Nine manuals describing techniques and approaches designed to assist the practicing planner and public administrator in social services were prepared. The subjects of the technical manuals are organization and staff,

needs assessment, resource identification and services inventory, goal and objective setting, resource allocation, program development, coordination with other agencies, plan formats and preparation, and public review and comment.

C. Guide for State Agencies for Evaluation of Title XX Social Services Programs
A contractor-developed guide to assist States in the evaluation of social service programs will be distributed to all Title XX agencies in the near future.

(2) Evaluation Studies in Progress
Section 4 of Title XX of the Social Security Act requires a special report to Congress on the effectiveness of Title XX services during calendar years 1975 and 1976 including recommendations for change. The following evaluation projects will provide, in part, the information for the Special Report:

a. Survey and Report on the Use of the Cash Reimbursement Provision
A contractor is conducting a special study of cash reimbursement practices to determine the amount, characteristics and quality of services provided under this provision of Title XX.

b. Study of Social Services Reporting Requirements and Survey of State Evaluation Activities
A contractor is conducting a special study of the Social Services Reporting Requirements. The study describes how States manage compliance with SSRR, the costs of operation and the impact on service delivery. This firm is also conducting a special survey of State evaluation activities to describe evaluation processes and projects, identify information useful to other States and assess emerging State capability.

c. Title XX Services Taxonomy
A contractor has developed a Title XX services taxonomy. This taxonomy, which is used in the SSRR, provides common definitions of services to allow aggregation of State reports and/or comparison of State performances. The contractor and HEW are currently analyzing this taxonomy, to determine the appropriateness of the service definitions.

Based on this analysis, modifications to the taxonomy will be developed.

d. Survey of State Training Programs
A grantee is conducting a survey for HEW of in-service training provided to State and local employees under Title XX. This survey will provide information on the type of training given to these employees for orientation, initial and developing work skills, and on the contents of the training.

e. Evaluation of the Implementation of Title XX
A contractor, with State participation, is conducting personal interviews with State and local people active in the implementation of Title XX. This field work in 8 States will be supplemented by mail-out questionnaires to decisionmaker, service providers and case workers in 13 additional States. Comparable reports for the remaining States and the District of Columbia will be prepared by HEW Regional Office staff. This survey will address the impact of Title XX State and local policies and practices on planning, eligibility, coordination, participation and influence, Federal-State relations, and the allocation of Title XX funds. Fiscal and management effects will also be evaluated as a part of this study.

f. Technical Assistance to Central and Regional Offices in the Development of Title XX Evaluation Products
A contractor has been hired to provide technical assistance, training, and data analysis to the HEW/SRS Central and Regional Offices in the development of the special report due to Congress on Title XX. This report is to examine the effects of social services on clients as perceived by the user, the provider, and the decisionmaker. The social services covered in this report will be day care, protective services and foster care for children, counseling services, and homemaker services. A national survey is being conducted at 38 sites in 19 States which have been selected, not only to represent the national experience, but to permit analysis along such important dimensions as whether social service programs are State or locally administered, whether States are spending at or below their ceilings, and variations in the proportion of services which are purchased rather than provided directly by the Title XX agency. Additionally, the sites have been selected to reflect any important differences between urban and rural

areas. Over 2,300 personal interviews will be conducted, largely by HEW personnel, with assistance from participating jurisdictions and the contractors.

(3) Evaluation Studies in Progress for the Federal Interagency Day Care Requirements (FIDCR) Appropriateness Report

Section 2002 (A) (B) of Title IV-A requires the Secretary to submit a report to Congress on the appropriateness of the FIDCR. This report will have five major sections:

(1) the history of child day care services and an overview of the appropriateness evaluation; (2) the role of governments and the impact of the FIDCR on State administrative units; (3) the impact of the FIDCR on children, families and the quality of day care, (4) the costs of the FIDCR and the impact of cost on market distribution; and (5) conclusions and recommendations regarding the appropriateness of the FIDCR monitoring and enforcement.

The following studies are currently in progress to supply part of the information for the report.

a. The national Day Care Center Cost Effect Study
This study involving 64 day care centers with three-and-four-year-old children in Atlanta, Detroit, and Seattle seeks to investigate the costs and associated benefits resulting from different child/staff ratios, differing group sizes and various staff qualifications.

b. The Child Development Associates (CDA) Program
This is an Office of Child Development (OCD) sponsored project which is developing a competency-based training program and system of credentials for child care workers. The products from this project will be reviewed to determine whether the FIDCR staff competency requirements are appropriate.

c. The West Virginia Paraprofessional Child Care System
This is a two-year demonstration project designed to improve the care provided by family day care homes.

d. The New York City (NYC) Infant Day Care Study
This is a longitudinal study comparing infants cared for at home, to over 300 infants placed in group and family day care centers. The effects of varying infant day care experiences are being evaluated in (a) children's psychological development, (b) children's physical health, growth and nutritional status and (c) family development. The study is being undertaken in cooperation with the NYC Agency for Child Development, the NYC Health Department and thirty day care agencies.

e. The State and Local Day Care Management Study
This study examined several State governments' day care management systems. It was designed to gather information about and to evaluate financial administration and planning processes, provider certification or licensing, program development, and program monitoring processes. The criteria for determining recipient eligibility, as well as the systems for information and referral, were also examined. This study will be supplemented by the current in-depth studies of State administrative and mangement practices presently taking place in HEW Regions V (Chicago) and X (Seattle).

f. Title XX FIDCR Impact Study
This ten State study examines the current cost impact of Title XX FIDCR on State and local administrative units. The contractor is also examining, in all fifty States, the effect of policy changes, shifts of Title XX day care monies to other funding sources such as State and county, income disregard and assistance payments.

g. The National Consumer Survey
This survey will update to 1975 the national picture of patterns of child care. It will document the unmet need for child care arrangements and identify parents' perceptions of important features of day care arrangements and day care quality. Twenty-five thousand nationally representative households were screened amd approximately 4,600 mothers, with children under the age of 14, were interviewed.

h. The National Day Care Center Supply Study
This study builds from the site selection efforts, Phase I of the National Cost Effects Study, and will develop state-by-state profiles of day care centers. Descriptive information on day care centers will be collected on the range and types of services offered, staff and clientele characteristics and program costs.

i. The National Day Care Home Supply Study
This study will build on the data obtained during the National Consumer Study ("g" above). The study will also supplement the National Day Care Center Supply Study (above) by collecting descriptive data on family day care home arrangements.

j. The Gary and Seattle/Denver Income Maintenance Experiments
An objective, relevant to the FIDCR appropriateness report, is the investigation of the relationship between the availability and use of day care services and the labor force participation. Three reports about the demand for and supply of day care have been completed and three additional analyses are scheduled for completion.

k. Santa Clara County Child Care Pilot Study
This two-year pilot study involving approximately 1,300 families will provide information on the costs of different types of delivery systems, the effect of subsidies on a family's choice of child care arrangements, and the development of management guidelines for coordinating a statewide child care delivery system.

l. State of the Art Synthesis Papers
Several recognized experts in the areas of day care and child development have been commissioned to write a series of four papers on day care issues. Generally, each paper is to (1) synthesize the most important empirical findings presented in the literature; (2) identify the critical questions to address in organizing the literature and in developing policy implications; and (3) present a set of recommendations bearing on day care policy and regulations.

The subjects:

(1) The effects of day care on age-specific groups of children - infants/toddlers, 0-3years; pre-schooler, 3-5 years; and school age 6-15 years.

(2) The effects of staffing on children in day care.

(3) The relationship between the design and organization of the physical environment of a day care arrangement and a child's behavior and health/safety needs.

(4) The legal role of government and the administration of Federal day care standards.

TRAINING AND STAFF DEVELOPMENT

Title XX has increased demands for persons with a range of competencies often not readily available to public and private provider agencies. Among the changes in skills, backgrounds, and expertise identified in an HEW-sponsored study were...

- Greater demand for persons with skills in program planning and evaluation;
- Greater demand for case managers, service eligibility staff, and persons with skills in the supervision of contracted services;
- Greater demand for more service with improved professional skills in the direct provision of services to clients;
- Greater demand for persons with skills in administration and the development of program policies and procedures; and
- Improved skills in data processing, accountability, and service reporting.

To assist States in meeting these needs, there are grants for State and local training which are outside the $2.5 billion social service ceiling.

When Title XX became effective on October 1, 1975, most State

social service agencies had in place, under Titles IV-A and VI, grants to educational institutions and educational leave arrangements for staff, and commitments for persons preparing for employment for the academic year, September 1975 through June 1976. Arrangements that could be identified as directly related to the provision of services under the Title XX program were implemented for the first services program year under the IV-A regulations but funded by Title XX.

Likewise, under Title XX, for the first time in the public social services programs, eligible staff of provider agencies could participate in the State and local training.

For FY 1975, State and local training expenditures constituted $51.4 million or 2.6 percent of total State and local social service expenditures. The percentage of a State's total program ranged from a low 0.5 in three States (Connecticut, Illinois, and Virginia), to a high of 19.7 in one State (Alaska).

During FY 1976 total State and local expenditures for Title XX trainning (not subject to the $2.5 billion ceiling) rose to $58.6 million, an increase of 14 percent from the previous year. Expressed as a percent of total social service expenditures, training costs remained approximately the same (i.e., 2.7 percent of total expenditures).

AMENDMENTS

In September 1976, just before the end of the first program year, the law was significantly amended by Public Law 94-401. The amendments grew out of widespread concerns that had emerged during the Title XX implementation period.

Many of the changes were made retroactive to October 1, 1975, the date on which Title XX became operational in the States.

Such retroactive changes include granting States the option of offering family planning services on a universal basis, without regard to income. Prior to P.L. 94-401, only information and referral services and protective services could be offered on a universal basis.

Another retroactive change gave States the option of determining eligibility on a group rather than an individual basis when the State can reasonably conclude that substantially all persons in the group have incomes that do not exceed 90 percent of the State median income as adjusted for family size. Day care for children was the only service concerning which limitations for group eligibility were adopted. Day care group eligibility may be extended only to children in migrant families.

Also effective as of October 1, 1975 - but effective only until

September 30, 1977--States may provide without regard to the usual limitations, certain services such as medical care and room and board to alcoholics and drug abusers when such services are necessary but subordinate parts of a total Title XX rehabilitation program.

Public Law 94-401 also postponed until October 1, 1977, enforcement of controversial Federal child day care staffing standards. This change was also retroactive to October 1, 1975.

In addition, P.L. 94-401 authorized a one-time appropriation of $240 million over and above the $2.5 billion annual social services ceiling ($200 million for FY 77 and $40 million for July-September 1976.) A State may use its population-based share of the new money to meet 100 percent of the costs of child day care services (FY 77 only) and of grants to day care providers to help them hire welfare recipients (FY 77 and July-Spetember 1976).

The impact of these amendments will be included in next year's annual report. The administration budget for Title XX in FY 1978 includes a request for a similar special addition for child day care services.

Appendix A

GLOSSARY OF TERMS

These definitions apply to social services and to individuals who receive social services under the authority of Titles IV and XX of the Social Security Act.

ADULT

An individual who is age 18 or over, or emancipated as determined by State law, except that unemancipated individuals between 18 and 22 if attending school are considered children.

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC) RECIPIENT

A recipient of AFDC financial assistance who is not a registrant of the WIN program; or, an individual whose needs were taken into account in determining the need for aid under Title IV-A.

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC-WIN)

An AFDC recipient who has registered in the WIN (Work Incentive) program.

AFDC-WIN 90/10 SERVICES

Services received by AFDC-WIN recipients at a Federal financial participation (FFP) rate of 90 percent (with 10 percent from State and local funds).

AFDC TRAINING AND JOB RELATED

Recipients who are included in the AFDC financial assistance grant, who are not registrants of the Work Incentive (WIN) program, but who are receiving one or more services which are training and job related.

AGED

An individual who is 65 years of age or older.

BLIND

An individual who has central visual acuity of 20/200 or less in the better eye with the use of a correcting lens.

CATEGORY OF INDIVIDUAL

Groupings of persons on the basis of common characteristics such as recipient status (e.g., AFDC, SSI, Medicaid), income level, age, and physical or mental condition.

CHILD

An individual who is unmarried, is not the head of a household, is under age 18, or under age 22 if attending school.

CHILD WELFARE SERVICES RECIPIENT (CWS) (TITLE IV-B)

A recipient of public social services which supplement or substitute for parental care and supervision for the purposes of (1) preventing or remedying or assisting in the solution of problems which may result in the neglect, abuse, exploitation, or delinquency of children, (2) protecting and caring for homeless, dependent, or neglected children, (3) protecting and promoting the welfare of children of working mothers, and (4) otherwise protecting and promoting the welfare of children, including the strengthening of their own homes where possible or, where needed, the provision of adequate care away from their homes in foster family homes or day care or other child care facilities.

COMPREHENSIVE ANNUAL SERVICES PROGRAM PLAN (CASP)

The State's annual services plan as required under Section 2004 of the Social Security Act.

DAY CARE

Day Care Center

A licensed facility in which care is provided part of the day for a group of 12 or more children.

Day Care, Full Time and Part Time

Full Time - Care provided for 32 hours or more per week in periods of less than 24 hours per day.

Part Time - Care provided for less than 32 hours per week in periods of less than 24 hours per day.

Day Care Home, Family

A licensed or approved private family home in which children receive care, protection, and guidance during a part of the 24-hour day. A family day care home may serve no more than a total of six children (ages 3 through 14) -- no more than five when the age range is infancy through 6 -- including the family day care mother's own children.

Day Care Home, Group

An extended licensed and approved or modified family residence in which family-like care is provided, usually to school age children. It provides care for up to 12 children.

Day Care, In-Home

Care provided for a portion of the day in the child's home by qualified persons other than the child's own parents or the person who normally takes care of the child.

Day Care Services for Children

Comprehensive and coordinated sets of activities carried out for the purpose of providing direct care and protection of infants and preschool and school age children during a portion of a 24-hour day, inside or outside of the child's own home.

DISABLED

An individual who is unable to engage in any substantial, gainful activity by reason of any medically determinable physical or mental impairment which can be expected to result in death or which has lasted, or can be expected to last, for a continuous period of not less than 12 months. In the case of a child under the age of 18, or under the age of 22 if in school, a youth who suffers from any medically determinable physical or mental impairment of comparable severity.

FEES

Monies collected from, or billed to, a social service recipient, in full or partial compensation for the services received. The charging of fees can be based on income and family size, on a graduated scale, as specified by Federal regulations.

GOAL

A level of personal functioning, established and agreed upon with an individual or surrogate, and toward which services are directed. For purposes of the SSRR, an individual with whom a goal has been established is considered a primary recipient. Goals are:

- Self-Support.
- Self-Sufficiency.
- Protection of Children and Adults.
- Community/Home-Based Care.
- Institutional Care.

INCOME ELIGIBLE (I.E.)

Any individual who receives social services on the basis of income only and who is not an AFDC or SSI recipient, or whose income and resources are taken into account in determining the amount of assistance, and who is not eligible for Medicaid.

MEDICAID RECIPIENT

An income eligible individual who is receiving medical assistance (Medicaid) in accordance with the approved State Title XIX plan.

PRIMARY RECIPIENT

An individual with whom, or for whom, a specific goal is established and to whom services are provided for the purpose of achieving the goal. Services are considered to be provided to the primary recipient when they are provided to other members of the primary recipient's family to facilitate achievement of the primary recipient's goal.

PUBLIC SOCIAL SERVICE AGENCY (TITLE XX)

The State agency as designated in the State Administrative Plan and the local public agencies as authorized by law to administer the social services programs in local jurisdictions.

SOCIAL SERVICE RECIPIENT

An individual who is provided one or more social services under Title IV or XX of the Social Security Act.

SOCIAL SERVICES

For the purposes of the Social Services Reporting Requirements, one or more of the services included in a State's Comprehensive Annual Services Program Plan under Title XX and a State plan under Titles IV-A and IV-B.

SUPPLEMENTAL SECURITY INCOME (SSI) RECIPIENT

Any aged, blind, or disabled individual who meets the requirements for aid under Title XVI of the Social Security Act and who receives monthly cash payments from the Social Security Administration (also includes persons who receive State supplementary payments).

UNREDETERMINED

Recipients who received services under programs in effect before the passage of Title XX, who have not been redetermined eligible under Title XX but who continue to receive social services. All such carry-over caseloads were to be redetermined by the end of the quarter ended March 1976.

WITHOUT REGARD TO INCOME (WRI)

A designation of individuals who may receive certain services under a State's CASP without regard to their income. The "universal" services which such individuals may receive are: family planning, information and referral, and any service directed at the goal of preventing or remedying neglect, abuse, or exploitation of children or adults unable to protect their own interests.

Appendix B

Median Income for Families of Four Persons, by State

STATE	June 1975 Median Income	80 percent of median income	115 percent of median income
Alabama	$11,790	$ 9,432	$13,559
Alaska	17,223	13,778	19,806
Arizona	13,917	11,134	16,005
Arkansas	11,195	8,956	12,874
California	14,778	11,822	16,995
Colorado	14,178	11,342	16,305
Connecticut	15,404	12,323	17,715
Delaware	14,114	11,291	16,231
District of Columbia	13,599	10,879	15,639
Florida	13,427	10,742	15,441
Georgia	12,738	10,190	14,649
Hawaii	15,688	12,550	18,041
Idaho	12,605	10,084	14,496
Illinois	15,152	12,122	17,425
Indiana	14,004	11,203	16,105
Iowa	14,242	11,394	16,378
Kansas	13,758	11,006	15,822
Kenturcky	11,430	9,144	13,145
Louisiana	11,430	9,144	13,145
Maine	11,330	9,064	13,030
Maryland	15,441	12,353	17,757
Massachusetts	14,393	11,514	16,552
Michigan	15,302	12,242	17,597
Minnesota	14,911	11,929	17,148
Mississippi	10,830	8,664	12,455
Missouri	13,319	10,655	15,317
Montana	12,848	10,278	14,775
Nebraska	13,280	10,624	15,272
Nevada	14,803	11,842	17,023
New Hampshire	13,458	10,766	15,477
New Jersey	15,744	12,595	18,106
New Mexico	11,436	9,149	13,151
New York	14,264	11,411	16,404
North Carolina	12,163	9,730	13,987
North Dakota	14,746	11,797	16,958
Ohio	14,048	11,238	16,155
Oklahoma	12,095	9,676	13,909
Oregon	13,787	11,030	15,855
Pennsylvania	13,374	10,699	15,380
Rhode Island	13,208	10.565	15.189
South Carolina	11,799	9,439	13,569
South Dakota	12,701	10,161	14,606
Tennessee	11,591	9,273	13,330
Texas	12,957	10,366	14,901
Utah	12,843	10,274	14,769
Vermont	12,007	9,606	13,808
Virginia	13,784	11,027	15,852
Washington	14,035	11,228	16,140
West Virginia	11,443	9,154	13,159
Wisconsin	14,024	11,219	16,128
Wyoming	12,916	10,333	14,853

NOTE: The median income for a family of 4 in the 50 States and the District of Columbia, applicable to the period Oct. 1, 1975, through Sept. 30, 1976 is $13,801.

Appendix C

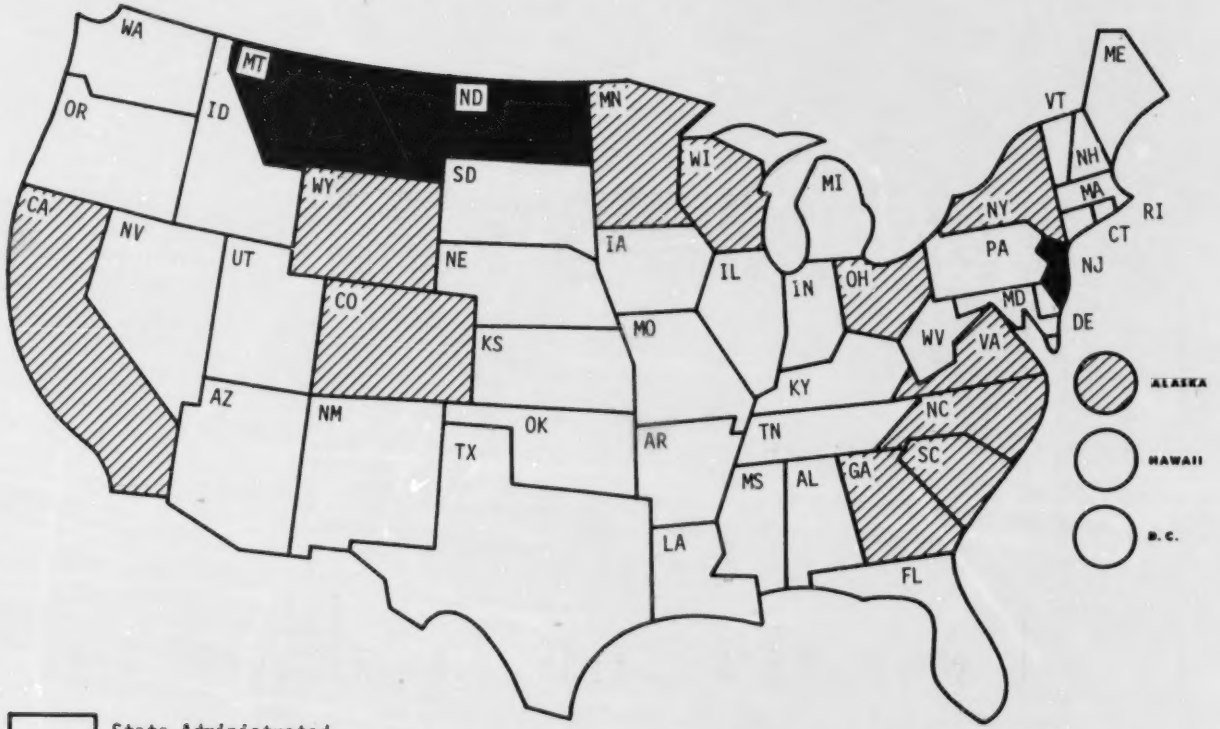
Percent Distribution of Primary Recipients by Category of Service
Recipients by State. Oct.-June Fy 1976

		Total Recipients	AFDC	I. E.	Medicaid	W. R I.	SSI	AFDC-WIN	CWS
	TOTALS								
1	Alabama	59,164	49%	24%	*	3%	18%	3%	2%
2	Alaska	4,328	46%	7%	0	6%	15%	5%	20%
3	Arizona	14,197	27%	38%	0	13%	1%	15%	5%
4	Arkansas	21,646	28%	34%	6%	3%	21%	7%	1%
5	California	613,510	36%	13%	2%	9%	27%	12%	1%
6	Colorado	26,756	45%	14%	*	2%	19%	2%	19%
7	Connecticut	162,012	5%	18%	2%	71%	1%	3%	0
8	Delaware (1)	1,829	49%	8%	0	11%	16%	7%	9%
9	District of Columbia	14,392	45%	6%	14%	6%	14%	2%	12%
10	Florida	320,631	19%	45%	2%	17%	10%	2%	5%
11	Georgia	115,779	44%	20%	1%	12%	13%	3%	7%
12	Hawaii	16,452	20%	46%	3%	2%	12%	11%	7%
13	Idaho	14,542	38%	12%	4%	23%	15%	6%	*
14	Illinois	142,899	44%	30%	3%	0	14%	9%	0
15	Indiana	22,843	43%	31%	1%	12%	7%	3%	4%
16	Iowa	42,334	25%	40%	8%	9%	11%	7%	*
17	Kansas	29,943	28%	22%	9%	14%	8%	17%	2%
18	Kentucky	49,473	62%	16%	4%	1%	12%	3%	1%
19	Louisiana	152,026	56%	21%	*	8%	13%	1%	*
20	Maine	58,373	13%	50%	2%	1%	7%	23%	1%
21	Maryland (3)	51,083	25%	34%	1%	5%	26%	6%	3%
22	Massachusetts	180,899	51%	26%	5%	4%	13%	1%	0
23	Michigan	203,535	40%	15%	5%	5%	15%	15%	5%
24	Minnesota	84,504	26%	29%	7%	9%	14%	7%	8%
25	Mississippi	35,990	37%	20%	3%	2%	17%	13%	7%
26	Missouri	68,772	49%	17%	0	15%	9%	4%	6%
27	Montana	13,880	32%	34%	4%	10%	10%	4%	6%
28	Nebraska	23,168	41%	30%	0	7%	20%	3%	0
29	Nevada	7,135	21%	38%	5%	9%	17%	9%	1%
30	New Hampshire	18,029	31%	33%	8%	14%	10%	4%	*
31	New Jersey	307,585	57%	14%	6%	13%	6%	4%	*
32	New Mexico	42,568	23%	15%	*	41%	9%	3%	9%
33	New York	329,857	29%	14%	4%	25%	12%	12%	3%
34	North Carolina(2&3)	27,882	35%	13%	9%	7%	27%	3%	6%
35	North Dakota	11,362	28%	34%	3%	12%	12%	6%	6%
36	Ohio	41,604	43%	23%	7%	4%	15%	5%	2%
37	Oklahoma	138,991	42%	15%	2%	17%	12%	7%	5%
38	Oregon	60,531	7%	9%	32%	3%	42%	7%	0
39	Pennsylvania	451,395	42%	28%	2%	4%	13%	6%	5%
40	Rhode Island (2)	9,612	58%	9%	8%	0	15%	9%	0
41	South Carolina	45,241	21%	47%	*	4%	18%	3%	6%
42	South Dakota	15,537	22%	40%	3%	14%	9%	11%	1%
43	Tennessee	114,557	40%	33%	2%	12%	9%	3%	1%
44	Texas	361,623	34%	35%	2%	10%	15%	4%	0
45	Utah	36,592	28%	11%	7%	21%	9%	17%	7%
46	Vermont	14,002	24%	22%	5%	6%	19%	13%	9%
47	Virginia	122,345	43%	14%	12%	13%	11%	3%	4%
48	Washington	48,024	32%	23%	9%	10%	14%	10%	3%
49	West Virginia	64,454	53%	3%	*	5%	21%	2%	15%
50	Wisconsin	158,307	49%	26%	12%	3%	6%	2%	*
51	Wyoming (2)	21,183	26%	25%	*	30%	11%	4%	5%

Note: * less than 1%.
(1) statistics for first quarter are missing.
(2) statistics for second quarter are missing.
(3) statistics for third quarter are missing.

Appendix D

STATES BY TYPE OF ADMINISTRATION OF TITLE XX



SOURCE: Interim Characteristics Report of State Social Services Programs for Individuals and Families under Title XX of the Social Security Act December 1975

APPENDIX E NATIONAL SUMMARY OF SERVICES PROVIDED TO PRIMARY RECIPIENTS

October - December 1975

SERVICES	NATIONAL TOTALS			
	No. of States Delivering Service	Total No. of Recip. of Svc.	Total Spent by States	Cost Per Recipient (Nat'l Avg.)
Adoption Services	41	37,948	1/	1/
Case Management Services	10	176,850		
Chore Services	34	126,898		
Counselling Services	38	396,386		
Day Care - Adults	34	36,484		
Day Care - Children	48	403,424		
Day Care - Various	5	29,102		
Diag. & Eval. Services	11	28,880		
Educ. & Training Services	43	197,703		
Emergency Services	13	8,133		
Employmt Rel. Med. Svcs.	28	10,310		
Employment Services	37	145,332		
Family Planning	49	173,131		
Foster Care - Adults	23	25,554		
Foster Care - Children	29	195,272		
Foster Care - Various	16	26,113		
Health-Related Services	43	489,368		
Home Deliv./Cong. Meals	26	22,008		
Homemaker Services	46	144,183		
Home Management	41	117,997		
Housing Improvement	42	83,246		
Information & Referral	14	77,371		
Legal Services	27	136,861		
Placement Services	22	51,698		
Protective Svcs - Adults	33	116,695		
Protective Svcs - Children	35	362,876		
Protective Svcs - Various	16	83,481		
Recreational Services	20	40,570		
Res. Care & Treatment	22	107,093		
Unmarried Parents Svcs	14	15,092		
Socialization Services	19	52,596		
Sp. Svcs-Alcohol & Drug	9	9,564		
Sp. Svcs-Blind	6	4,514		
Sp. Svcs-Child. & Youth	6	15,860		
Sp. Svcs-Disabled	7	7,187		
Sp. Svcs-Juvenile Dels.	9	5,341		
Transitional Services	3	3,497		
Transportation	47	147,067		
Vocational Rehab.	27	9,583		
WIN Medical Exam.	26	3,647		
Other	13	46,978		

1/ Reporting not required for October - December, 1975
HEW/SRS/Nat'l Center for Social Statistics

APPENDIX F NATIONAL SUMMARY OF SERVICES PROVIDED TO PRIMARY RECIPIENTS

Jan. - Mar. 1976

SERVICES	NATIONAL TOTALS			
	No. of States Delivering Service	Total No. of Recip. of Svc.	Total Spent by States	Cost Per Recipient (Nat'l Avg.)
Adoption Services	42	35,341	1/	1/
Case Management Services	12	134,737		
Chore Services	34	130,307		
Counselling Services	39	442,624		
Day Care - Adults	33	27,985		
Day Care - Children	47	381,495		
Day Care - Various	5	40,499		
Diag. & Eval. Services	13	29,872		
Educ. & Training Services	45	222,577		
Emergency Services	16	8,451		
Employmt Rel. Med. Svcs.	24	8,503		
Employment Services	37	164,878		
Family Planning	49	239,497		
Foster Care - Adults	25	31,961		
Foster Care - Children	31	105,904		
Foster Care - Various	18	84,898		
Health-Related Services	43	514,513		
Home Deliv./Cong. Meals	31	31,897		
Homemaker Services	46	135,967		
Home Management	41	136,282		
Housing Improvement	39	83,620		
Information & Referral	15	732,467		
Legal Services	29	103,919		
Placement Services	20	53,413		
Protective Svcs - Adults	27	118,594		
Protective Svcs - Children	30	315,560		
Protective Svcs - Various	21	70,266		
Recreational Services	20	11,222		
Res. Care & Treatment	23	79,808		
Unmarried Parents Svcs	12	13,232		
Socialization Services	23	64,667		
Sp. Svcs-Alcohol & Drug	9	11,192		
Sp. Svcs-Blind	6	965		
Sp. Svcs-Child. & Youth	3	1,723		
Sp. Svcs-Disabled	11	22,637		
Sp. Svcs-Juvenile Dels.	9	6,248		
Transitional Services	2	421		
Transportation	42	156,724		
Vocational Rehab.	28	1,573		
WIN Medical Exam.	26	5,140		
Other	17	21,611		

1/ Reporting not required for October - December 1975
HEW/SRS/Nat'l Center for Social Statistics

APPENDIX G NATIONAL SUMMARY OF SERVICES PROVIDED TO PRIMARY RECIPIENTS

April - June 1976

SERVICES	NATIONAL TOTALS			
	No. of States Delivering Service	Total No. of Recip. of Svc.	Total Spent by States	Cost Per Recipient (Nat'l Avg.)
Adoption Services	42	34,234	4,704,573	137
Case Management Services	11	291,802	5,966,713	20
Chore Services	35	194,679	45,213,758	232
Counselling Services	43	544,332	45,920,715	84
Day Care - Adults	36	58,171	11,644,928	200
Day Care - Children	50	419,507	148,873,076	355
Day Care - Various	1	28,039	3,759,780	134
Diag. & Eval. Services	15	43,555	2,741,570	63
Educ. & Training Services	44	221,743	47,087,327	212
Emergency Services	17	8,290	2,459,199	297
Employmt Rel. Med. Svcs.	25	7,148	642,975	90
Employment Services	40	148,939	26,329,365	177
Family Planning	51	258,445	13,459,163	52
Foster Care - Adults	27	24,278	2,982,845	123
Foster Care - Children	41	207,442	60,626,125	292
Foster Care - Various	1	631	223,067	354
Health-Related Services	44	726,932	34,988,521	48
Home Deliv./Cong. Meals	32	37,894	2,643,651	70
Homemaker Services	49	152,781	37,087,217	243
Home Management	41	155,122	20,708,714	133
Housing Improvement	38	74,167	5,791,591	78
Information & Referral	12	132,140	5,429,242	41
Legal Services	30	102,100	6,011,756	59
Placement Services	20	76,296	12,035,266	158
Protective Svcs - Adults	45	133,950	14,901,813	111
Protective Svcs - Children	48	353,329	51,057,351	145
Protective Svcs - Various	1	199	35,818	180
Recreational Services	21	35,843	916,447	26
Res. Care & Treatment	25	76,417	22,287,884	292
Unmarried Parents Svcs	14	13,293	1,559,281	117
Socialization Services	22	68,558	7,079,352	103
Sp. Svcs-Alcohol & Drug	11	11,882	3,488,279	294
Sp. Svcs-Blind	7	420	176,170	419
Sp. Svcs-Child. & Youth	4	12,764	2,731,842	214
Sp. Svcs-Disabled	7	13,620	1,979,781	145
Sp. Svcs-Juvenile Dels.	11	8,677	2,534,852	292
Transitional Services	5	1,236	861,936	697
Transportation	45	208,654	11,080,683	53
Vocational Rehab.	25	3,461	348,276	101
WIN Medical Exam.	23	2,355	469,437	199
Other	20	26,742	6,897,171	258

HEW/SRS/National Center for Social Statistics - preliminary data

Appendix H

Expenditures By State

APRIL - JUNE 1976

TOTALS ...	$606,377,202
*Alabama	11,275,159
Alaska	1,296,669
Arizona	7,159,241
Arkansas	4,080,832
California	101,927,785
Colorado	11,135,455
Connecticut	13,445,161
Delaware	2,029,218
District of Columbia	4,156,657
Florida	25,078,866
Georgia	20,091,358
*Hawaii	2,511,104
*Idaho	6,155,828
*Illinois	32,608,678
*Indiana	3,084,455
Iowa	13,507,862
Kansas	8,206,135
Kentucky	13,206,567
Louisiana	12,843,190
Maine	2,719,089
*Maryland	- 0 -
Massachusetts	9,897,340
Michigan	42,693,142
Minnesota	22,949,337
Mississippi	1,799,026
*Missouri	3,533,808
*Montana	3,748,075
Nebraska	6,093,189
*Nevada	1,684,060
*New Hampshire	2,776,383
*New Jersey	- 0 -
New Mexico	3,999,591
*New York	68,558,795
*North Carolina	- 0 -
North Dakota	2,006,653
Ohio	21,985,957
Oklahoma	10,047,399
*Oregon	8,662,861
Pennsylvania	19,620,995
*Rhode Island	- 0 -
South Carolina	9,475,830
South Dakota	3,553,853
Tennessee	9,158,712
*Texas	563,069
Utah	4,944,526
*Vermont	2,047,833
Virginia	14,349,988
*Washington	12,799,846
*West Virginia	3,016,700
Wisconsin	18,201,648
Wyoming	1,689,100

*Incomplete data

Appendix I

FEDERAL ALLOTMENT FOR SOCIAL SERVICES
FISCAL YEARS 1973-1978

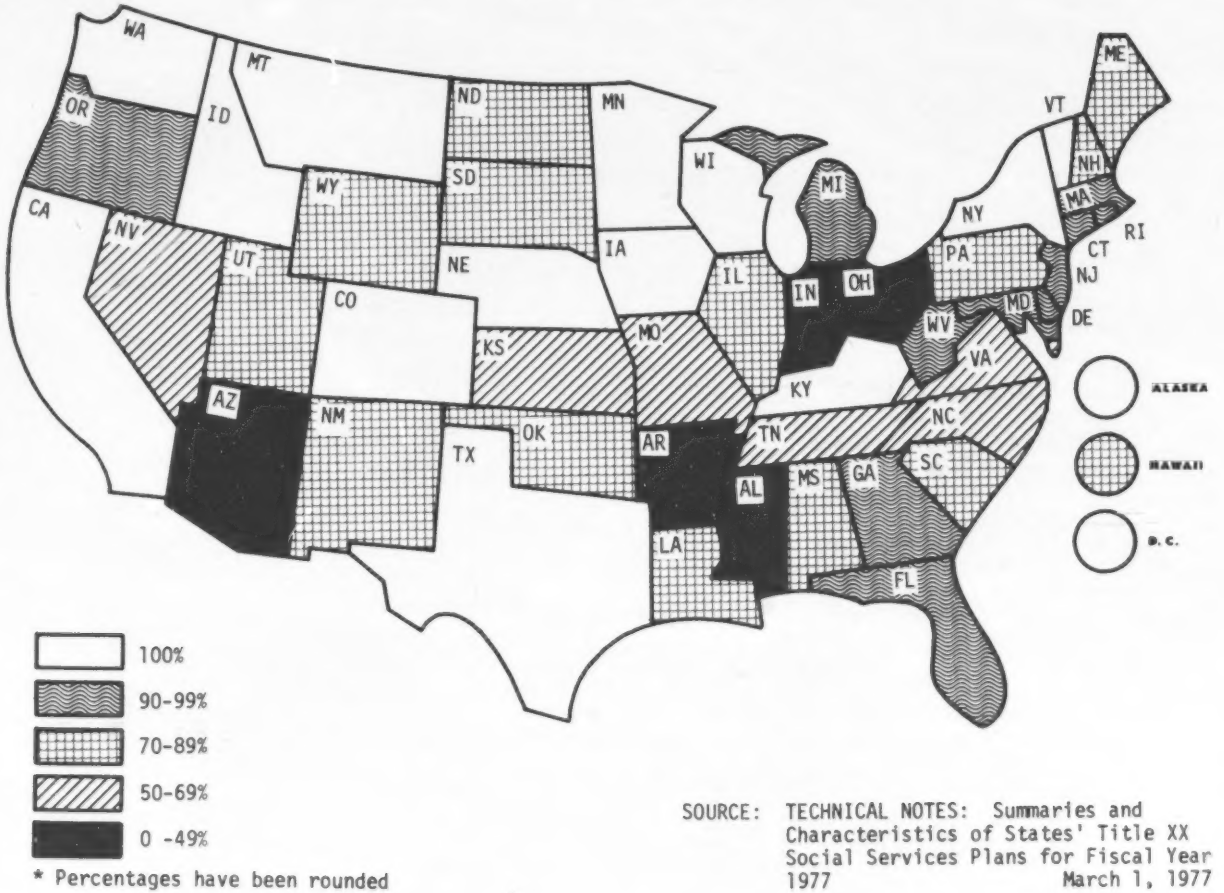
STATES	TITLES IV-A and VI Fiscal Years 1973-1975 $	TITLE XX Fiscal Year 1976 $	TITLE XX Fiscal Year 1977 $	TITLE XX Fiscal Year 1978 $	PERCENTAGE CHANGE Fiscal Years 1973-1978 %
Alabama	42,140,000	42,250,000	42,300,000	42,500,000	+ .9
Alaska	3,901,750	4,000,000	3,975,000	4,250,000	+ 8.9
Arizona	23,351,250	24,500,000	25,450,000	26,000,000	+11.3
Arkansas	23,747,250	24,250,000	24,375,000	24,750,000	+ 4.2
California	245,733,250	245,500,000	247,250,000	248,500,000	+ 1.1
Colorado	28,297,500	29,000,000	29,525,000	29,500,000	+ 4.3
Connecticut	37,001,750	36,750,000	36,525,000	36,250,000	- 2.0
Delaware	6,783,250	6,750,000	6,775,000	6,750,000	- .5
District of Columbia	8,980,250	9,000,000	8,550,000	8,500,000	- 5.4
Florida	87,149,500	91,500,000	95,675,000	98,000,000	+12.5
Georgia	56,667,000	57,000,000	57,725,000	57,750,000	+ 1.9
Hawaii	9,712,500	10,000,000	10,025,000	10,250,000	+ 5.5
Idaho	9,076,250	9,250,000	9,450,000	9,750,000	+ 7.4
Illinois	135,076,500	133,750,000	131,650,000	130,750,000	- 3.2
Indiana	63,522,250	63,250,000	62,025,000	62,250,000	- 2.0
Iowa	34,612,500	34,500,000	33,775,000	33,750,000	- 2.5
Kansas	27,109,000	27,250,000	26,850,000	26,500,000	- 2.3
Kentucky	39,607,000	39,750,000	39,700,000	39,750,000	+ .4
Louisiana	44,661,250	44,750,000	44,525,000	44,750,000	+ .2
Maine	12,354,000	12,250,000	12,375,000	12,500,000	+ 1.2
Maryland	48,695,250	48,500,000	48,425,000	48,000,000	- 1.4
Massachusetts	69,477,500	69,250,000	68,600,000	68,250,000	- 1.8
Michigan	109,036,000	107,750,000	107,575,000	107,500,000	- 1.4
Minnesota	46,774,250	46,500,000	46,325,000	46,000,000	- 1.7
Mississippi	27,169,000	27,250,000	27,475,000	27,500,000	+ 1.2
Missouri	57,063,250	56,750,000	56,500,000	55,750,000	- 2.3
Montana	8,632,000	8,500,000	8,700,000	8,750,000	+ 1.4
Nebraska	18,308,750	18,250,000	18,250,000	18,250,000	- .3
Nevada	6,327,000	6,500,000	6,775,000	7,000,000	+10.6
New Hampshire	9,256,500	9,500,000	9,550,000	9,500,000	+ 2.6
New Jersey	88,446,250	87,750,000	86,700,000	85,750,000	- 3.1
New Mexico	12,786,000	13,250,000	13,275,000	13,500,000	+ 5.6
New York	220,497,250	217,500,000	214,200,000	212,500,000	- 3.6
North Carolina	62,597,750	62,750,000	63,425,000	64,000,000	+ 2.2
North Dakota	7,587,500	7,500,000	7,525,000	7,500,000	- 1.2
Ohio	129,457,750	127,750,000	126,975,000	126,250,000	- 2.5
Oklahoma	31,623,000	31,750,000	32,050,000	31,750,000	+ .4
Oregon	26,196,500	26,500,000	26,800,000	26,750,000	+ 2.1
Pennsylvania	143,180,250	141,750,000	139,975,000	138,750,000	- 3.1
Rhode Island	11,621,500	11,500,000	11,075,000	10,750,000	- 7.5
South Carolina	31,995,250	32,500,000	32,925,000	33,000,000	+ 3.1
South Dakota	8,152,000	8,250,000	8,075,000	8,000,000	- 1.9
Tennessee	48,395,000	49,250,000	48,825,000	49,250,000	+ 1.8
Texas	139,854,750	140,500,000	142,500,000	143,500,000	+ 2.6
Utah	13,518,500	13,750,000	13,875,000	14,250,000	+ 5.4
Vermont	5,546,750	5,500,000	5,550,000	5,500,000	- .8
Virginia	57,195,250	57,250,000	58,050,000	58,250,000	+ 1.8
Washington	41,335,750	40,750,000	41,100,000	41,500,000	+ .4
West Virginia	21,382,250	21,500,000	21,175,000	21,250,000	- .6
Wisconsin	54,265,750	54,500,000	54,000,000	54,000,000	- .5
Wyoming	4,142,000	4,250,000	4,250,000	4,500,000	+ 8.6
TOTAL	$2,500,000,000	$2,500,000,000	$2,500,000,000 1/	$2,500,000,000	

1/ Does not include $200 million day care added by P.L. 94-401

Source: 1973-1975 and 1976 data from citizens handbook "SOCIAL SERVICES'75"
1977 data from Federal Register Vol. 40 #183 9/19/75
1978 data from Federal Register Vol. 41 #231 11/30/76

Appendix J

PERCENTAGE OF FEDERAL ALLOTMENT EXPENDED BY STATES IN FY 76*



* Percentages have been rounded

SOURCE: TECHNICAL NOTES: Summaries and Characteristics of States' Title XX Social Services Plans for Fiscal Year 1977 March 1, 1977

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